



# **Transportation, Circulation and Growth Management Element**

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**DEPARTMENT OF COMMUNITY DEVELOPMENT**

**PARTICIPATING STAFF**

Kyle Butterwick, Director  
John Montgomery, Assistant Director  
Chris Kreymann, Principal Planner  
Kathryn Lottes, Principal Planner  
Tamara Campbell, Senior Planner  
Verlie Miller, Administrative Secretary  
Connie Coppens, Administrative Clerk

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## TRANSPORTATION, CIRCULATION AND GROWTH MANAGEMENT ELEMENT

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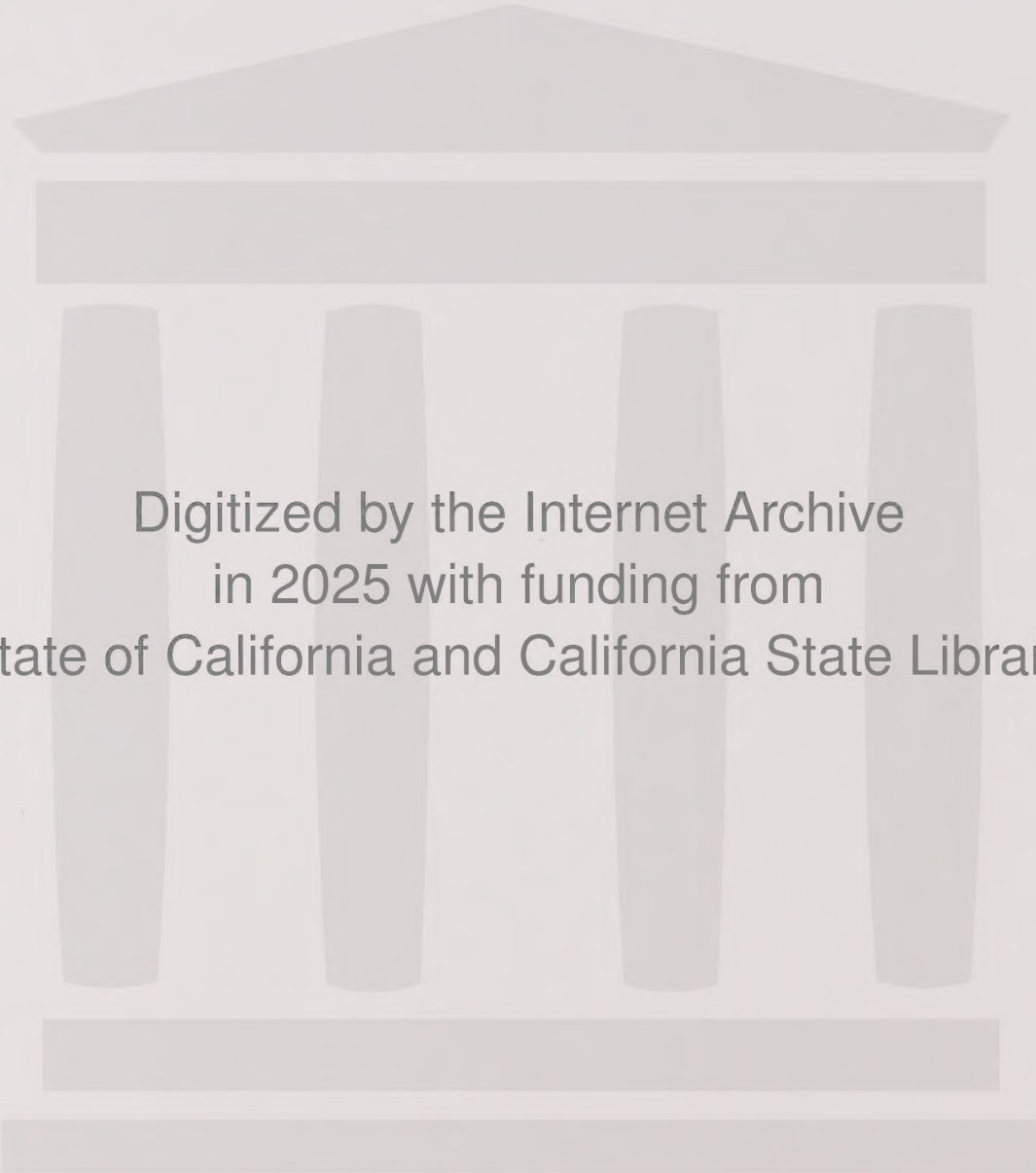
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## **SECTION 1. INTRODUCTION**



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## SECTION 1. INTRODUCTION

### Legislative History and Authority

In 1955, the State Legislature required that all cities and counties adopt circulation elements as part of their general plans. The Legislature indicated that the element should consist of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element of the plan. Importantly, the provisions of the circulation element are set forth to support the goals, objectives policies and proposals of a City's land use element. In turn, the land use element is a reflection of a community's circulation system and the planning proposals for that system.

In 1990, Orange County voters approved Measure M which mandated all Orange County cities to prepare growth management elements as part of their general plans. The Measure indicated that the element should consist of a plan to coordinate and implement traffic improvements as well as provide performance standards and growth management policies in a regional context.

Understanding a community's circulation system and its regional influence on other community's transportation systems is essential given its influence on the physical, social and economic environment. The State describes the following environmental concerns and how they relate to a community's circulation system and its growth-related impacts:

- \* **Physical:** The circulation system is one of the chief generators of physical settlement patterns, and its location, design and constituent modes have major impacts on air quality, plant and animal habitats, environmental noise, energy use, community appearance and other environmental components.
- \* **Social:** The circulation system is a primary determinant of the pattern of human settlement. It has a major impact on the areas and activities which it serves, on community cohesion and on the quality of human life. The circulation system should be accessible to all segments of the population, including the disadvantaged, the young, the poor, the elderly and the handicapped.
- \* **Economic:** Economic activities normally require circulation for materials, products, ideas or employees and thus, the viability of the community's economy is directly affected by the circulation element. The efficiency of a community's circulation system can either contribute to or adversely affect that community's economy.

As evidenced by these concerns, a circulation and growth management element should address a wide range of interacting



issues. Formulating an element that explores these interacting issues is critical to the decision-making process.

### Scope of Issues

The legislative parameters for a circulation element are relatively broad and include a number of issues that do not apply in all jurisdictions of the State. The Government Code specifies that the general plan need address the seven mandated general plan elements only "to the extent that the subject of the element exists in the planning area." Accordingly, the principal emphasis of this document is placed on issues relating to the existing street system, parking, alternative transportation modes, public utilities and facilities and safety. Goals and policies relative to access and future development are also presented.

It was the State of California's intent to require communities to plan for future thoroughfares and transportation modes in response to a growing community. However, in Laguna Beach, the circulation system is generally already in place with little land left for further development. Opportunities for new or expanded roadways are severely constrained by topographic conditions and other environmental concerns. Besides the limited opportunities for expanding roadways and constructing new ones, the City realizes that expansion of existing roadways will provide only temporary improvement of congestion and traffic flow problems; more innovative techniques will need to be developed to effect permanent improvements.

Building new or expanding existing arterial highways would most likely have potential detrimental impacts, both environmentally and financially. However, intersection improvements on these arterial highways could be considered to improve traffic flows. The City should be looking to alternative policies and strategies to meet our transportation needs, including transit, transportation demand management, transportation systems management, pedestrian/hiking/bicycle circulation and growth management.

Traditional transportation planning techniques have focused primarily on accommodating the use of the automobile. However, traffic experts are now realizing that accommodating the automobile encourages its use and perpetuates severe environmental degradation. They are also assessing the costs to society when transportation is provided primarily by individually used automobiles and examining the link between land use policy and transportation demands. A study undertaken by the State of California concludes that cars pay only about 10 percent of their transportation costs to the State through taxes and tolls, while mass transit pays 20 to 25 percent through fares.<sup>1</sup> Another California study, one done for the National Resources Defense Council (NRDC), leads to the conclusion that doubling an area's population through infill increases car travel by 40 to 50 percent at most; if new development is allowed to "sprawl," car travel

will increase by 100 percent or more.<sup>2</sup>

This increased awareness of traffic-related impacts provides the opportunity to "rethink" previous transportation planning practices. New trends of thought balance automobile use with other public issues. Such approaches focus on environmental concerns, address pedestrian needs and improvements, recognize the link between transportation planning and its effect on land use, advocate alternative methods of transportation, and assess the public costs of individual use of the automobile.

Even though Laguna Beach is considered a "developed" community (rather than "developing"), a close inspection of the existing circulation system provides an opportunity to establish a street classification system and to determine appropriate "levels of service" for Pacific Coast Highway and Laguna Canyon Road and appropriate levels of traffic for neighborhood streets, and to identify major street improvement projects and priorities. In addition, this document sets forth goals and policies which can be used to guide actions or implement programs that may affect the City's circulation pattern and the County's regional circulation system.

#### **History of Laguna Beach Transportation, Circulation and Growth Management Element**

The City's first Transportation and Circulation Element was created and adopted on April 17, 1974. Over the last seventeen years, since the adoption of that Element, Orange County has experienced rapid regional population growth and development which has necessitated development of new streets and other infrastructure. Sometimes however, the infrastructure improvements required to mitigate the impacts from new development were either delayed or simply not installed. Infrastructure improvements have lagged behind rapid population growth, resulting in traffic congestion and substandard infrastructure conditions throughout the County.

Although the City of Laguna Beach has not undergone the same explosive growth that surrounding areas have experienced, the City has encountered the inexorable congestion that surrounding development has generated. While the City recognizes that cooperation on a regional level is absolutely necessary to achieve any long-term resolution, many citizens believe that solutions such as the proposed Transportation Corridors will not address the problem and may, in fact, worsen the situation.

Regional attempts to alleviate circulation problems resulted in regional growth management programs. Development of growth management plans generated interest in updating local Transportation and Circulation Elements. In an effort to update information on the City's street system and infrastructure and to provide consistency with other General Plan Elements, the City Council placed the revision of the Transportation and Circulation



Element as a high priority. The passage of previously discussed Measure M mandated the Growth Management Element and policies contained within this Transportation, Circulation and Growth Management Element.

### **Geographic Application**

The general plan covers not only all territory within the City boundaries of Laguna Beach, including Sycamore Hills, but also may include a regional planning area. The general plan may also address issues found in any area outside the jurisdiction's boundaries which, in the planning agency's judgment, "bears direct relation to its planning." (Government Code Section 65400). The provisions of this document apply both regionally and citywide. Since development proposed outside of the City limits may also impact the City's circulation system, growth management policy statements addressing the regional transportation network are included.

### **Relationship to the Local Coastal Plan**

The coastal zone in Laguna Beach represents some 7.8 square miles of land encompassing the entire city limits except for Sycamore Hills, which consists of 522 acres at the intersection of Laguna Canyon and El Toro Roads, inland of the City. This circumstance requires the City to prepare a Local Coastal Plan which incorporates the provisions of the California Coastal Act of 1976.

The City's Local Coastal Plan addresses five principle subjects:

1. Recreation and Visitor-Serving Facilities and Uses.
2. Parking and Circulation.
3. Environmentally Sensitive Areas.
4. Shoreline Access.
5. Undeveloped Lands.

Given the interrelationship between these subjects and the City's general plan, the coastal plan has been physically integrated into the Open Space/Conservation and Land Use Elements. These general plan elements contain policies related to the above referenced subjects and are intended to implement the provisions of the Coastal Act. A complete description and analysis of these subjects is contained in a separate document which serves as a technical appendix to the general plan. Information relating to parking and circulation and undeveloped lands has been incorporated into this element.

By consolidating the substantive issues of the coastal plan into the general plan, the City is able to achieve an internally consistent, long-range planning program, while responding to the mandate of the Coastal Act and interests of the local citizenry.

**Consistency with Other General Plan Elements:** A major goal of the Transportation, Circulation and Growth Management Element is to



ensure that the planning, management and implementation of traffic improvements is adequate to meet the current and projected needs of the City. While this goal is a high priority, it must be achieved while maintaining internal consistency among the other elements of the General Plan as required by State Law. Although this Transportation, Circulation and Growth Management Element replaces the previously written Element of 1974, it does not replace or supersede any of the other General Plan Elements. This element also serves to augment development mitigation of traffic impacts, development phasing and annual monitoring of traffic improvements.

#### **Relationship to Specific Plans**

Specific Plans have been adopted for several areas in the City where special planning efforts were determined necessary. The purpose of a Specific Plan is to provide the City with the ability to implement the objectives of the General Plan through more comprehensive planning programs. This Transportation, Circulation and Growth Management Element is intended to work in concert with the community's various specific plans and zoning regulations and guide the decision-making process with circulation-related policies.

#### **Relationship to Air Quality Management Plan**

The South Coast Air Quality Management District (SCAQMD) and the Southern California Association of Governments (SCAG) have adopted an Air Quality Management Plan (AQMP) for the south coast air basin. The AQMP directs local governments to implement control measures to achieve an 8% pollution emission reduction regionally. Many of these control measures, such as adopting automobile trip reduction plans, are also requirements of Measure M. Since AQMP and Measure M requirements overlap, this Transportation, Circulation and Growth Management Element includes policies and programs designed to reduce pollution emissions while alleviating traffic congestion in accordance with the AQMP.

#### **Relationship to Regional Mobility Plan (RMP)**

The Southern California Association of Governments (SCAG), as the regional planning agency for the Counties of Los Angeles, Orange, San Bernardino and Riverside, is charged under federal and state law with developing a regional transportation plan. State law requires this plan to be updated every three years. The last update was adopted in 1989, and efforts are currently underway to complete an update this year. It has a 20-year planning horizon and is intended to establish the policies and actions to address the region's mobility issues. It is considered as one element of a broader Regional Strategic Plan and is developed in coordination with the Regional Air Quality Management Plan and the Regional Growth Management Plan. The RMP serves as the basis for programming projects for funding in the Transportation Improvement Program (TIP) for this region. Projects in the TIP must be

consistent with the RMP. This Transportation, Circulation and Growth Management Element includes policies and programs designed to reduce traffic congestion in accordance with the RMP while also reducing pollution emissions.

### **Relationship to City Access Standards**

In an effort to re-examine development standards for new roads, roadway extensions and other access-related improvements, the City Council directed City staff to prepare a comprehensive revision of the access standards. This revision was completed and new standards adopted in July of 1991. The reader is referred to the citywide access standards for specific regulations pertaining to roadway construction and/or expansion.

### **Citizen Participation**

Public participation has traditionally performed a valuable function in the planning process, particularly in reflecting community values and goals. In Laguna Beach, public participation in the Transportation and Circulation Element began in 1980, with a Circulation and Scenic Highways Committee which was one of five citizen advisory committees appointed to study the various elements of the general plan. In addition, the City's Parking Traffic and Circulation Committee provided insight into the community's values and goals as evidenced in a 1991 report. Both committee's ideas and recommendations were particularly important in the development of this element.

### **Organization of the Transportation, Circulation and Growth Management Element**

The element is divided into three sections. The first section introduces the document and provides the history and background of transportation and circulation planning in Laguna Beach. The second section presents the City's philosophical perspective, an analysis of circulation related issues and presents policies intended to guide the decision-making process. Topics range from the City's thoroughfares to street improvement projects to impediments to traffic flow. This section also deals with parking needs, peripheral parking and public parking. Safety and hazardous materials transport and emergency response capability are discussed as well as pedestrian and bicycle circulation. The third section provides an implementation program. An appendix which lists all the access and circulation-related General Plan Policies is also provided.

Section 65300.5 of the Government Code requires the various elements of a General Plan to be internally consistent and compatible in terms of community goals and policies. For this reason, the Transportation, Circulation and Growth Management Element must be read and implemented in context to the City's other General Plan elements. The Land Use Element is an especially important counterpart to this element, providing the

basic structure for the location and distribution of future development. The Open Space Element is also an important counterpart to this element, providing the need to balance the location and distribution of development with the need to preserve open space and improve environmental conditions throughout the community.





## **SECTION 2: TOPICS, ISSUES AND POLICIES**





## **SECTION 2. TOPICS, ISSUES AND POLICIES**

Background: Laguna Beach is a major visitor-destination community, attracting more than three million tourists annually. The popularity of the City imposes significant demands on the City's infrastructure and street system, especially during the summer months when more than 70,000 may crowd into town each weekend. In addition to regional traffic, land development in the hillsides has contributed an increasing number of vehicle trips to the local street system. Projections indicate that Laguna's streets cannot physically accommodate all the traffic that would be generated if vacant land were developed to the full densities permitted under existing zoning.

Commuter traffic is generated because Laguna Beach has few job opportunities. As a consequence, many people have to work out of town. Constrained access to and from the City results in significant congestion. Roadway widenings that would provide an expanded exit and entrance to the city could directly conflict with general plan goals of equal merit relating to the environment.

Residents of surrounding communities also contribute to automobile traffic conditions in Laguna Beach. Laguna Niguel, Newport Beach, Aliso Viejo and Dana Point are primarily communities that exhibit an inequitable balance between jobs and housing. Residents of these communities often utilize Laguna Beach streets on their way to and from work, adding significantly to local congestion. This traffic is expected to increase with construction of the Newport Coast Resort Development and completion of the Irvine Spectrum Industrial and Commercial Complex.

The Transportation, Circulation and Growth Management Element is based on a set of circulation-related goals which reflect and are designed to support the citywide objectives of the General Plan. The Element acknowledges the constraints of existing conditions but is sensitive to anticipated regional needs of the future. Transportation, Circulation and Growth Management topics and policies are discussed in the following sections:

- \* Philosophical Perspective**
- \* Local Thoroughfares, Transportation Routes and Traffic Flow**
- \* Residential Neighborhoods**
- \* Growth Management**
- \* Public and Regional Transportation Systems**
- \* Parking**
- \* Truck Circulation**

- \* Transportation System/Demand Management
- \* Bicycle, Hiking and Pedestrian Circulation
- \* Safety, Health and Environmental Hazards
- \* Scenic Highways and Aesthetics
- \* Utilities

#### TOPIC 1. Philosophical Perspective.

As noted earlier, traditional transportation planning has focused on facilitating individual use of the automobile. This approach has resulted in severe environmental degradation, increased congestion and further dependence on the automobile. This situation is recognized in the introduction to the City's Parking Transportation and Circulation Committee's recommendations for improving circulation in the City: "Our present trends toward the excessive use of the automobile must be reversed and the automobile must begin to be supplemented by more efficient and attractive transportation and circulation systems."

While recognizing that the automobile is the primary mode of transportation in the Southern California area, the City of Laguna Beach has long sought to be innovative in its policies and commitment to transportation planning. The City of Laguna Beach

- has the only locally owned transit system in Orange County,
- implements a peripheral parking program for summer festivals and beach traffic,
- opposes widening of Pacific Coast Highway and Laguna Canyon Road,
- discourages building new roads and road extensions into currently inaccessible areas or environmentally sensitive areas,
- opposes creating new arterials that would bring interior traffic down local streets,
- cooperates with local merchant groups to develop parking programs for employees who work in the Central Business District,
- offers innovative transportation demand management incentives,
- implements parking meter policies that encourage only short term parking in the CBD.

This Transportation, Circulation and Growth Management Element continues the City's historical commitment to balancing

transportation and circulation policies with the overall goals of the City.

### Background/Overview

The traditional view that the needs of the automobile should be paramount is finally being reevaluated by traffic experts. One contemporary approach that addresses the failure of traditional methods to provide congestion relief and value environmental concerns is the concept of "traffic calming."<sup>3</sup> The following overview examines assumptions central to traditional traffic planning that the traffic calming approach has found to be flawed.

Transportation studies usually contain forecasts based on extending current trends of population growth and travel habits. The main weakness with this practice has been that it assumes existing conditions are ideal and that present travel habits are worth continuing into the future. Transportation studies often conclude that traffic will increase by a certain amount by a certain date; however, they rarely conclude if this increase is desirable or how and why current traffic conditions have developed (which is the basis of the prediction) and whether what has been encouraged should be continued. Based on these questions, it may not be appropriate to review development proposals or traffic improvement projects based solely on the conclusions of traditional traffic studies.

Another assumption made in past transportation planning has been that planners are not responsible for how much people want to use their cars. In contrast, a more contemporary study indicates that travel habits are the direct results of choices and policy decisions made by past and present governments and councils (Traffic Calming, 1989):

"In every city of the world, the volume of traffic is limited, intentionally or unintentionally, by measures adopted by governments. If these measures were relaxed, there would be more traffic; if they were strengthened, there would be less. In other words, the volume of traffic in a city is not something like the rainfall that has to be accepted." <sup>4</sup>

Another problem with traditional transportation planning has been the assumption that wider roads must be built to accommodate forecasted traffic growth. Contrary to this belief, traffic almost always expands to fill the available road space. **New or expanded roads usually generate new traffic for some of the following reasons:**

1. New trip destinations are made possible.
2. The frequency of some trips increases because access is now easier.
3. People take jobs further from their homes.
4. Some people may shift from public transport to private car use due to the reduced trip time for the car.



5. As ridership on public transit decreases, service deteriorates which encourages even more people to use their cars.
6. New and upgraded roads displace people, resulting in urban sprawl which results in more people traveling longer distances which further reduces the viability of public transit.

Generally, traffic volume is governed by a tolerable level of congestion. If the capacity of a road is increased, usage will increase until the same conditions as before are obtained. If the capacity of a road is not increased, usage is likely to stabilize. And, if capacity is reduced, usage will decrease accordingly.

Another misconception held in traditional transportation planning that is identified by contemporary theorists is the notion that bigger roads are safer roads. While accidents per vehicle miles may be reduced, such figures are misleading because calculations do not account for the longer, faster and extra trips encouraged and generated. It has been shown that accident rates per trip or per hour spent on the road remain much the same. In addition, wider and/or straighter roads encourage greater speed. Accidents that occur after a road has been "improved" are usually more severe. There is also research that suggests that increasing the safety of a car or road may result in a false sense of security which can result in the driver taking greater risks or being negligent.

Still another misconception of transportation planning recently questioned by scholars is the notion that bigger roads increase people's mobility. A number of unexpected consequences occur when we construct bigger roads, all of which reduce people's mobility. For example, road extensions and expansions encourage urban sprawl, which means that people have to travel further to work, shop and play. Instead of a short bus ride from an inner-city suburb, the commute becomes an hour long drive on a congested freeway.

Urban sprawl, a result of "increased mobility" through road extensions and expansions, decreases the viability of public transit. More cars are therefore added to the roadway system. Individual automobile usage requires at least thirty times more road space than the mass transit it replaces. New roads quickly congest and may become even worse, than the old roads. Mobility is therefore decreased.

Mobility is being able to achieve many destinations, not being able to travel faster and farther. For example, if person A spends two hours daily commuting to and from work, person A is far less mobile than person B who spends thirty minutes on a bus. With the extra hour and a half person B is able to have more leisure time. Person B has more mobility than person A.

All roadway-related projects are undertaken with the intention to benefit all of society. However, it is believed by some scholars that extended and expanded roads benefit very few. For example, individuals without cars such as the poor, elderly, children and

handicapped do not benefit from roads because roads only provide mobility to those with access to cars. Those who cannot drive, cannot afford a car or choose to do without one must rely on other forms of transit: public transit, shared rides, bikes or walking.

Each increase in the provision for private motor vehicle use is usually made at the expense of the only means of transit available to disadvantaged individuals. As illustrated in previous discussions, new roads result in urban sprawl and a decrease in the viability of public transit. Public transit service therefore deteriorates, complicating the transport problem of needy individuals. <sup>5</sup>

### Local Applications

Current code standards in Laguna Beach and elsewhere were adopted and formulated during the 1950's when attention focused primarily on facilitating the automobile. In order to maintain, and perhaps even to enhance, the unique and interesting streetscape in Laguna Beach, future trends should diverge from traditional transportation planning assumptions. The deep-rooted, traditionally rigid engineering design approach to street systems must begin to embrace the acceptance of more innovative and effective techniques.

Transportation and circulation policies must balance the needs of drivers with the other groups who share the roads - the residents who live along the street, the pedestrians, the bicyclists and bus riders. This balancing does not ignore the needs of drivers, but rather balances their needs with quality of life issues such as pedestrian access and safety, air quality and neighborhood atmosphere. Removing all parking and restriping Pacific Coast Highway would, for example, increase the number of traffic lanes but would severely impact the economic vitality of the shops fronting the highway, the safety of pedestrians and the unity of the Central Business District. Widening local collector streets such as Temple Hills Drive, Bluebird Canyon Road and Skyline Drive would disrupt present residential improvements and increase both the speed and the number of cars traveling through our neighborhoods. While the City should work to improve traffic flow, the benefits of various techniques for doing so should be evaluated in relation to the costs, both financial and nonfinancial.

Above all, that City must realize that it simply cannot build our way out of congestion. Congestion is like water, it seeks its own level.

The solution to the circulation and parking problems in Laguna Beach and in the entire region requires innovative solutions and a balancing of needs. The move from the belief that the needs of the private automobile are always paramount, is one of these solutions. Such an approach has been referred to as "traffic calming," and "taming or controlling the automobile"<sup>6</sup> Traffic calming techniques have been successfully employed in Europe,



Japan, Australia, Canada and the U.S.A.

Traffic calming approaches traditionally emphasize that street design should encourage pedestrian activity and provide for pedestrian safety. In some areas, pedestrian malls have been created on streets previously used for through traffic. These malls not only provide an attractive alternative to the typical shopping mall experience, but are shown to increase the amount of retail sales for those businesses located on the street.

It should be noted that successful implementation of traffic calming techniques on streets that experience extensive congestion depends both upon effective and attractive alternative methods of transportation being available and on reducing the number of automobile trips. Thus, it is not appropriate at the present time to apply traffic calming methods on Pacific Coast Highway and Laguna Canyon Road; however, these techniques are appropriate for Laguna's local residential streets.

Many of these techniques are intended to reduce vehicular speed, a desirable goal for neighborhood streets. Such techniques may include improvements that result in a perceived reduction in roadway widths through the use of landscaping, walkways and other pedestrian amenities, turning residential streets into cul-de-sacs, and installing speed bumps and narrowing selected sections of streets when street width permits. Reducing the speed of automobiles reduces the potential for serious traffic accidents and can increase the capacity of roads by encouraging consistent flow rather than stop-and-go traffic. Slower speeds and restrained vehicular access have been seen to improve traffic flow.

The benefits of taming traffic include increased pedestrian safety and interaction, a potential decrease in automobile usage and less noise and air pollution for the community. In addition, downtown areas may be greatly enhanced when streets are closed to through traffic and pedestrians allowed to be the primary users of the abandoned space.

Streets are public spaces for many activities and functions. The challenge is to provide reasonably safe vehicular and pedestrian access to abutting properties, yet maintain the maximum possible level of comfort, well-being and aesthetic enjoyment. This challenge is one that Laguna Beach is willing to meet with innovation and enthusiasm.

#### **Policies**

- 1A. Continue to investigate new techniques which promote the balancing of principles that roads are not just for cars; that residents have a right to the best quality of life, which includes the least noise possible, the least pollution possible, the safest environment possible and an environment which fosters a rich community life.**

1B. Maximize the efficiency of existing roads and public transit before new infrastructure is built.

1C. Whenever appropriate, utilize the following techniques to manage traffic:

Technique 1 - Reduce and enforce speed limits

Technique 2 - Change road design to force traffic to travel at a stabilized, more even pace

Technique 3 - Change the texture or feel of streets

Technique 4 - Increase incentives to use public transport

Technique 5 - Discourage the use of private motor vehicles

Technique 6 - Optimize the number of people using each car

Technique 7 - Encourage people to organize their own travel more efficiently

Technique 8 - Optimize choices for travel

Technique 9 - Create a strong viable local community

1D. Discourage new roads and the extension or widening of existing roadways, since traffic almost always expands to fill available road capacity.

1E. Recognize that increased road capacity only increases circulation and mobility temporarily, and that such an effort may eventually worsen existing conditions.

## TOPIC 2. Local Thoroughfares, Transportation Routes and Traffic Flow.

**Existing Conditions:** Regional access to Laguna Beach is provided via Pacific Coast Highway, Laguna Canyon Road, El Toro Road and Crown Valley Parkway. Within the community, circulation is provided by public and private local roadways. Some of the more important local roadways include Glenneyre, Park Avenue, Cypress, Temple Hills Drive, Acacia, High Drive, Third Street, Lower Cliff Drive, Alta Laguna Boulevard, Bluebird Canyon, Nyes Place, Wesley Drive, Monterey/Virginia/West Street, Third Avenue (South Laguna) and Vista Del Sol.

Traffic congestion is a common occurrence in Laguna Beach, especially during the summer months. In fact, Laguna's widely acclaimed congestion, lack of parking and its attendant frustration level for the motorist, often serve as deterrents for many "would-be-visitors" to the City. Traffic conditions cause extreme frustration for all motorists (resident and/or visitor) traveling through or within the community. During winter months, traffic conditions tend to be more tolerable, but are not, by any means, ideal.

Prior to describing existing roadways in Laguna Beach, it is



important to note that the configuration of Laguna Beach is not situated or based on the traditional grid system. As a result, the north, south, east and west directions provided in this document are general and do not represent exact, cardinal directions.

Pacific Coast Highway, a State Scenic Route, is primarily a north/south arterial constructed to accommodate two travel lanes in each direction. Two-way left turn medians and/or left turn pockets are provided at many major intersections along the highway. Dual left turning lanes are provided for southbound Pacific Coast Highway traffic turning left to eastbound Crown Valley Parkway.

Laguna Canyon Road, a County Scenic Route, is primarily an east/west arterial constructed to accommodate between one and two travel lanes in each direction intermittently. Left turn pockets are provided at Laguna Canyon Road's intersection with El Toro Road, Canyon Acres Drive and Forest Avenue. A two way left turn median provides ingress and egress to properties along Laguna Canyon Road. It should be noted that the Laguna Canyon Road and El Toro intersection is severely impacted by development located in the Master Planned Community of Aliso Viejo and that prior to its existence, the intersection operated at a reasonable level of service. The intersection will continue to deteriorate, especially with the build-out of Aliso Viejo and if the 1.2 million square foot Rossmore office development, the San Juan Hills and Eastern Transportation Corridors are constructed.

Crown Valley Parkway is also a County Scenic Route and consists of three travel lanes in each direction plus a raised median. The geometrics of the roadway are constructed to conform with the Orange County Master Plan of Arterial Highways Major Arterial Standard for a six lane divided roadway with 120 feet of right-of-way. Although not located within City boundaries, Crown Valley Parkway provides significant access to the City.

The roadways within the City range from fully improved streets with curb, gutters and sidewalks to partially improved roadways with minimum paving to provide access to abutting properties. Even on new, improved roadways however, such as Alta Laguna Boulevard, Nyes Place and Park Avenue, only partial sidewalk improvements are provided.

**Roadway Classifications:** For descriptive and analytical purposes, Laguna Beach has adopted a street classification system used by the Institute of Transportation Engineers. Descriptions of the three major categories of roadways are provided below. The Traffic and Circulation Map on the next page illustrates the street network of the City.

1. Major Arterial Highways: These roads serve as major, regional accessways to the City and consist of six lanes with a fourteen-foot landscaped, divider. The ultimate right-of-way width is 120 feet. The only major arterial highway within the City of Laguna Beach city limits is a portion of El Toro Road located near the

# CITY OF LAGUNA BEACH



## GENERAL PLAN & LOCAL COASTAL PLAN

### TRAFFIC & CIRCULATION

- ◆◆◆ Major Arterial
- ..... Primary Arterial
- Hillside Collector
- Collector
- Collector (Restricted)
- Local Streets

Scale: 1" = Approx. 1600'

MATCH LINE A

PACIFIC OCEAN



Scale: 1" = 800'





Club Laguna apartment complex, just beyond the Laguna Canyon Road intersection.

2. Primary Arterial Highways: These roads serve as primary, regional accessways to the City and presently conduct traffic volumes in the order of 20,000 to 65,000 trips per day. These figures increase by as much as 30 percent during peak summer months, thereby producing a notable decrease in service levels as evidenced by severe congestion. Based on County of Orange assessments of State Department of Transportation design criteria for highways in comparison to their current traffic volumes, Coast Highway and Laguna Canyon Road are operating with volumes beyond their capacities.

3. Collector Streets: These streets provide access for predominantly localized traffic between arterial highways and local streets and neighborhoods. Where no sidewalks are provided, these roads serve a dual function with pedestrians and automobiles competing for the same roadway space. In addition, since most of the City's collector streets are lined with residential development, they display all the characteristics usually associated with local streets.

Various studies have concluded that a definitive "capacity" figure for collector streets is generally an elusive number. Subjectiveness and good judgment are required of such assessments. This assessment is particularly necessary in Laguna Beach due to the winding and unique nature of the City roads. Street conditions, such as width, alignment, grade, visibility, pedestrian usage and side traffic, all have a bearing on a road's physical ability to conduct traffic.

Additional developments should be carefully planned and monitored in order to anticipate and prevent the foreseeable overloading of the street system.

4. Hillside Collector: These streets have the same characteristics as collector streets but generally have grades steeper than 15%.

5. Collector Restricted: The Traffic and Circulation Map depicts certain collector streets as "restricted." The intent of this designation is to show the location where the capacity of a roadway is most constrained due to width, alignment and grade. If substantial additional development occurs, these reaches of the roadways may need improvements to increase their capacity in the absence of alternate collector street construction to divert the traffic load.

6. Local Streets: Access to individual homesites, tracts and neighborhoods is provided by these streets. They generally conduct fewer than 1,000 trips per day and although they are often narrow, winding and steep, they exhibit few, if any, operating difficulties related to actual, physical street capacity. That is not to say that these roads are not sensitive to additional traffic and resultant hazards and noise as



perceived by adjoining residents, but they are capable of conducting their traffic loads in an efficient manner without unacceptable delays or congestion. However, access for emergency vehicles is sometimes constrained because of road width and topography.

These roads are often rural in character and were constructed without sidewalks, curbs and gutters. If any additional traffic loading to these roads is contemplated, projects should be critically evaluated so as not to compromise acceptable safety, parking and drainage standards.

**Measuring Traffic Volumes:** It is common practice to use a system entitled "Levels of Service" (LOS) to describe operating conditions at signalized intersections and along some roads. Six levels of traffic service, Level of Service A through Level of Service F, have been defined in the Highway Capacity Manual and are listed on Table 1-1. Level of Service A describes a condition of free flow, with low traffic volumes, while Level of Service F describes forced traffic flow at low speeds and stoppages. The LOS is expressed in terms of volume to capacity (V/C) ratios as described in Table 1-1.

Most cities establish the goal of not exceeding LOS C or D ( $V/C = 0.80$  or  $0.90$  respectively). Locally, though these levels may already be exceeded at some intersections and along some streets. Any proposed subdivisions of land for purposes of creating new building sites and all new commercial development must be carefully evaluated to determine the impacts to the existing circulation system. Table 1-1 explains the performance criteria used for comparing volumes and capacities of street systems.

**Existing Traffic Volumes.** Existing traffic volumes have been obtained from the Orange County Environmental Management Agency Traffic Section and from the California Department of Transportation (CALTRANS). Table 1-2 presents the average daily traffic volumes as calculated by those agencies. Traffic data collection was conducted between January and March of 1990. It is important to note that CALTRANS has indicated that in some coastal communities, seasonal variations may fluctuate by as much as 33%.

TABLE 1-1

## PEAK HOUR LEVEL OF SERVICE DESCRIPTION\*

Level of Service	Traffic Flow Quality	Intersection Capacity Unit (ICU)
A	Low volumes; high speeds; speed not restricted by other vehicles; all signal cycles clear with no vehicles waiting through more than one signal cycle. Average travel speed: 35 miles per hour (mph).	0.00-0.60
B	Operating speeds beginning to be affected by other traffic; between one and 10 percent of the signal cycles have one or more vehicles waiting through more than one signal cycle during peak traffic periods. Average travel speed: 28 mph.	0.61-0.70
C	Operating speeds and maneuverability closely controlled by other traffic; between 11 and 30 percent of the signal cycles have one or more vehicles waiting through more than one signal cycle during peak traffic periods; recommended ideal design standards. Average travel speed: 22 mph.	0.71-0.80
D	Tolerable operating speeds; 31 to 70 percent of the signal cycle have one or more vehicles waiting through more than signal cycle during peak traffic periods; often used as design standard in urban areas. Average travel speed: 17 mph.	0.81-0.90
E	Capacity; the maximum traffic volume an intersection can accommodate; restricted speeds; 71 to 100 percent of the signal cycles have one or more vehicles waiting through more than one signal cycle during peak traffic periods. Average travel speed: 13 mph.	0.91-1.00
F	Long queues of traffic; unstable flow; stoppages of long duration; traffic speed can drop to zero; traffic volume will be less than the volume occurring at Level of Service "E." Average travel speed: less than 13 mph.	Above 1.00

\* Institute of Transportation Engineers; Transportation and Traffic Engineering Handbook, 2nd Ed. 1982 and Orange County Transportation Authority; Congestion Management Program Implementation Manual, 1992.

**TABLE 1-2**  
**EXISTING TRAFFIC VOLUMES**

<b>Location</b>	<b>1990 Average Daily Traffic</b>
<b>Pacific Coast Highway</b>	
South of Laguna Canyon Road/Broadway	50,000
North of Crown Valley Pkwy.	44,000
North of Laguna Canyon Road/Broadway	63,000
<b>Laguna Canyon Road</b>	
At El Toro Intersection	33,000
East of Pacific Coast Highway	39,000
<b>Crown Valley Parkway</b>	
East of Pacific Coast Highway	29,000
<b>Glenneyre Street</b>	
South of Park Ave.	15,000
<b>West Street</b>	
East of Pacific Coast Highway	2,000

**Source: Orange County Environmental Management Agency, 1990.  
California Department of Transportation, 1990.**

### **Capital Improvements and Major Street Improvement Projects.**

Publicly-owned facilities such as streets and water and sewer facilities play a major role in shaping communities. In recognizing the interdependency between growth and capital facilities, the Government Code requires each local government to annually submit to the local planning agency (Planning Commission), a list of capital projects either planned or intended for construction during that year. The planning agency must review these projects for conformity to the general plan. This procedure ensures a proper balance between projected growth and infrastructure need. The City of Laguna Beach Capital Improvements Program is listed on Table 1-3. It should be noted that this list is only a partial representation of the Capital Improvements planned. Other projects, unrelated to transportation, pedestrian or other circulation improvements, have not been included.

In contrast to the year by year evaluation of capital projects, the Orange County Transportation Authority has adopted a Growth Management Program which requires each city to adopt a seven-year Capital Improvement Program that identifies projects which will improve the County's regional transportation system. The seven year Capital Improvement Program (as prescribed by Measure M) is shown on Table 1-4. It should be noted that improvements shown



on Table 1-3 (annual Capital Improvement Program) and Table 1-4 (County-mandated Measure M, Congestion Management Program) are not expected to solve the significant congestion experienced during summer months or during daily peak traffic hours, but are considered necessary to alleviate safety problems for pedestrians and regulate traffic flow more efficiently both locally and regionally.

**Issue Identification and Analysis:** In relatively undeveloped rural communities, the timing and sizing of public facilities is especially important as a means of directing new development and ensuring cost-efficient delivery of these services. In more developed urban areas like Laguna Beach where infrastructure systems are largely in place, public facilities assume a less important role in terms of shaping the environment.

Since the majority of new development opportunities in Laguna Beach will consist of infilling or redevelopment within established urban areas, the City's capital improvement program will continue to focus on maintaining the operating efficiency of existing infrastructure. This will include normal maintenance, repair and replacement of older facilities as well as any improvements necessary to accommodate greater capacity due to continuing growth. This plan, like most capital improvement programs, describes all desired projects, estimates the priority and cost for each project, and formulates a general schedule for construction and financing based upon forecasts of future revenues and expenditure capabilities. Public facilities planned in this manner facilitate sound fiscal management, and can help shape and phase growth according to adopted community policies. The following table represents the City's Capital Improvement Program as approved by the City Council in June of 1991.



**TABLE 1-3**  
**MAJOR STREET, HIGHWAY AND CIRCULATION IMPROVEMENTS**  
**1991/92**

PROJECT	TIME FRAME	ESTIMATED COST
1. West Street and Pacific Coast Highway; installation of traffic light.	1992	\$120,000
2. Beach Street and Broadway; installation of traffic light.	1992	\$80,000
3. Oriole Drive; repair and stabilize road.	1992	\$200,000
4. Crestview/Diamond; street engineering (does not include construction).	1991-1993	\$125,000
5. Main Beach Boardwalk; repair and improve.	1991-1992	\$100,000
6. Heisler Park sidewalk repair.	1991-1992	\$650,000
7. Forest Avenue; repair and resurface alleyway.	1991-1992	\$95,000
8. Hiking Trail improvements; clearing of brush and installation of signs.	1991-1992	\$10,000
9. Sidewalk improvements and new construction.	1991-1992	\$14,000

Source: City of Laguna Beach, Municipal Services Department, 1991

CONGESTION MANAGEMENT PROGRAM  
SEVEN-YEAR CAPITAL IMPROVEMENT PROGRAM  
1992/93 - 1998-99  
CITY OF LAGUNA BEACH

PROJECT DESCRIPTION	FUND SOURCE	PROJECT PHASE	EST.COST (CURRENT \$)	PROGRAM SCHEDULE (\$1,000)						
				92/93	93/94	94/95	95/96	96/97	97/98	98/99
El Toro/Lag.Cny. Rd. Intersection Improvements	CARITS	P	32	34						
		C	200		220					
		TOTALS	232	34	220					

MEASURE M  
SEVEN-YEAR CAPITAL IMPROVEMENT PROGRAM

Street Resurfacing	M	C	384							
Mystic Hills	GAS TAX	C	<u>216</u>							
		TOTAL	600	629						
Street Resurfacing	M	C	193							
Top of the World	GAS TAX	C	<u>507</u>							
		TOTAL	700		734					
Street Resurfacing	M	C	213							
South Laguna	GAS TAX	C	<u>687</u>							
		TOTAL	900			988				
Street Resurfacing	M	C	236				284			
Street Resurfacing	M	C	176					261		
Street Resurfacing	M	C	176						286	
Street Resurfacing	M	C	<u>176</u>	—	—	—	—	—	—	<u>299</u>
		TOTALS	2964	629	734	988	284	261	286	299

P= Preliminary Engineering & Environmental  
C= Construction (includes 4.8% escalation)

**Impediments to Traffic Flow:** Road capacity is defined as the maximum number of vehicles which have a reasonable expectation of passing over a roadway during a given time period under prevailing street and traffic conditions. (Source: Standard Handbook for Civil Engineers, Merritt, 1968). Capacity is not a universal or static number which is applicable along the entire roadway; rather, it will vary for different sections of the road depending upon street and traffic conditions.

Various physical factors impede or facilitate the safe and efficient flow of traffic on any street system; among these are street width, on-street parking, intersection geometrics, curb returns, hair-pin turns, site distance, pedestrian activity and driveway access. Any of these roadway and traffic factors can cause a "bottleneck" and reduce traffic flow. A roadway's capacity should therefore be defined not by its strongest, but by its weakest link; i.e. the roadway capacity at its bottlenecks. By improving the capacity at specific bottlenecks, traffic flow may be improved. The problems commensurate with some key intersections are discussed below.

**1. Laguna Canyon/El Toro Intersection:** Motorists traveling towards the ocean on Laguna Canyon Road have limited sight distance of the El Toro intersection. This is due both to the turn in the road and the hillsides which obscure visibility. As a result, motorists tend to slow considerably in advance of the intersection and proceed cautiously until the signal is within view. If the signal is already "green," the slowing of traffic adversely affects traffic flow and capacity. Furthermore, Laguna Canyon Road momentarily widens to four lanes at its intersection with El Toro Road, then reduces again to two lanes immediately past the intersection. The 1992 Congestion Management Program Implementation Manual prepared by the Orange County Transportation Authority identifies this intersection, as well as Laguna Canyon Road, as having a Level of Service F. Severe congestion occurs at this intersection, especially during the summer months.

As indicated previously, this intersection is severely impacted by development located in the Master Planned Community of Aliso Viejo and that prior to its existence, the intersection operated at a reasonable level of service. The intersection will continue to deteriorate, especially with the build-out of Aliso Viejo and if the 1.2 million square foot Rossmore office development, the San Joaquin Hills and Eastern Transportation Corridors are constructed. Improvement of the El Toro and 405 Freeway intersection will help alleviate some of this congestion.

**2. Big Bend:** Traffic slows around the big bend on Laguna Canyon Road due to the curve, the alignment of the street, limited sight distance and the concentration of businesses and residences which obtain access from Laguna Canyon Road. Turning from or onto that roadway impedes traffic.

**3. Forest Avenue/Laguna Canyon Road Intersection:** Forest Avenue represents a bottleneck to traffic flow along Laguna Canyon Road.



This condition is a result of several factors; 1) motorists entering the downtown are loaded onto streets with lower traffic capacity, 2) motorists impede traffic flow while looking for parking and 3) vehicles entering traffic lanes from Forest Avenue cause motorists to slow.

Periods of peak traffic flow are also periods of peak pedestrian activity. During summer months, there is significant pedestrian movement across Laguna Canyon Road in the vicinity of Forest Avenue which creates an additional "intersection" across from the Festival grounds, creating two "unsynchronized" intersections within a few hundred feet of one another.

**4. Broadway/Coast Highway Intersection:** Ocean bound motorists on Broadway wishing to turn right onto North Coast Highway are often restricted from doing so due to pedestrians crossing that roadway. During peak summer months, few cars are able to make that movement per cycle. The 1992 Congestion Management Program Implementation Manual prepared by the Orange County Transportation Authority identifies this intersection as having a Level of Service D during morning hours and a Level of Service C during afternoon hours. All of Pacific Coast Highway in Laguna Beach is identified as having a Level of Service E. It is probable, however, that during summer months, parts of Pacific Coast Highway operate at Level of Service F.

**5. North Coast Highway/Aster-Cliff Intersection:** The problems associated with this intersection stem from its five points of ingress/egress. Motorists traveling towards Dana Point on Coast Highway, wishing to turn left onto Aster Street must contend with autos entering the intersection from both North Coast Highway, Aster and Cliff Drive on both sides of North Coast Highway.

The presence of on-street parking on North Coast Highway from the Aster-Cliff intersection to Broadway also hinders traffic flow. Vehicles maneuvering onto or out of parking stalls block traffic and thereby reduces capacity.

**6. South Coast Highway/Ocean Avenue Intersection:** The presence of on-street parking adds to traffic congestion and inefficient circulation. Although currently posted "No Left Turn," a considerable number of motorists continue to turn towards Laguna Canyon on Ocean Avenue, presenting an enforcement problem. The opening of this roadway below Beach Street to southbound traffic volumes on South Coast Highway would incrementally reduce traffic volumes on Forest Avenue and on Broadway.

**7. South Coast Highway/Forest Avenue Intersection:** The Forest Avenue intersection represents a major bottleneck to traffic on South Coast Highway. The main reason for this condition is the severe bend in the road that Pacific Coast Highway takes at this location. Motorists approaching the intersection must slow to negotiate the turn. In addition, traffic often slows or stops at the entrance to Forest Avenue from Coast Highway when motorists wait for parking spaces to become available.

Drivers traveling southbound on Pacific Coast Highway wishing to turn onto Forest Avenue further compound the problem. Typically, motorists turning left enter the intersection and wait for a break in traffic to negotiate the turn. To the unaccustomed motorist, the existing location of the traffic light (for southbound traffic) lacks proper visibility, and the joining of lower Park Avenue with PCH at that point causes additional confusion. Drivers sometimes sit through the left turn arrow cycle fully unaware of their authority to proceed through the intersection. Pedestrians wishing to cross Pacific Coast Highway further compound capacity problems at this intersection.

**8. South Coast Highway/Laguna Avenue Intersection:** Currently, left turns (northbound and southbound) onto Laguna Avenue are prohibited, relegating motorists to alternative roadways. Laguna Avenue serves as an access route to the public library as well as providing limited parking for adjacent and downtown businesses.

**9. South Coast Highway/Legion Street Intersection:** Between Laguna Avenue and Legion Street, there exists a number of points of ingress and egress onto South Coast Highway. Most notable of those generating the greatest demand is the Hotel Laguna. As a result, traffic is often tied up behind vehicles wishing to turn left between intersections.

South of the Legion Street intersection is Sleepy Hollow Lane. Sleepy Hollow Lane provides access to a restaurant and 176 residential and motel units. Motorists turning left onto Sleepy Hollow Lane from northbound South Coast Highway must stop in the left travel lane to negotiate the turn - effectively reducing traffic capacity at that point.

**10. West St./Coast Highway:** West Street serves as a local collector street for residents on the inland side of Coast Highway in South Laguna. It also serves as a major pedestrian crosswalk for area residents and visiting tourists desiring beach access. The intersection is uncontrolled and pedestrian usage often results in interruptions to traffic flow. Controlling the intersection through the installation of a traffic signal is difficult because Bluff Drive is located within 100 feet of the intersection, thereby resulting in a poor intersection alignment which may further result in impediments to traffic flow.

**11. Broadway/Beach St:** Similar to the West St. and Coast Highway intersection, mal-alignment of this intersection results in traffic control problems. A major pedestrian crosswalk provides access to either side of Broadway and heavy pedestrian usage often results in traffic flow interruptions.

Besides these identifiable problem intersections, there are a number of other impediments to traffic flow. Some of these impediments are described below.

#### **Other Impediments to Traffic Flow.**

**1. Street Width.** The control of street width is the least viable



method available to the City to increase capacity and safety. Widening a street is costly, time-consuming, environmentally disruptive and may have aesthetic impacts; such a project should be undertaken only upon redevelopment or when other methods will not resolve the problem.

**2. On-Street Parking.** The most serious side effect associated with the convenience of on-street parking is an increase in accidents. Parking maneuvers or parked vehicles are involved in a large percentage of mid-block accidents, and a significant number of intersection accidents occur where parked vehicles obstruct driver visibility.

Street parking also reduces a street's carrying capacity by assigning a vehicle storage function to traffic flow lanes. In addition, the physical act of backing into a parking space stops or slows traffic in the travel lane, further decreasing the carrying capacity of the street.

Perhaps most critical to traffic flow problems in Laguna Beach is the lack of sufficient parking. While searching for spaces to park, motorists circle city blocks and slow or stop to wait for someone to leave a parking space.

**3. Intersection Geometry.** The presence of turning lanes at an intersection significantly improves the intersection's ability to carry traffic because through traffic is not forced to wait behind a turning vehicle. Whenever possible, turning lanes should be installed at intersections or turning movements should be restricted to improve capacity and reduce accidents caused by conflicting movements.

**4. Curb Returns.** The larger the radius of the curb return at an intersection, the easier it is for a vehicle to make a right turn. Where the curb return has a radius of less than 12 feet, drivers experience difficulty in making a right turn without encroaching into an adjacent lane. Encroachment into adjacent lanes reduces efficient traffic flow and increases the number of accidents at intersections.

**5. Driveway Access.** Driveways impede the safety of a street by precipitating accidents where there is not sufficient stopping distance for approaching vehicles. In addition, driveway access reduces the capacity of a street; as a motorist slows to enter a driveway, following traffic is also forced to slow. Driveway access is further complicated by site distance, hair-pin turns and topographic conditions.

The City has adopted an on-site turn around requirement for new construction on certain City Streets. This is intended to reduce traffic hazards created when drivers back out onto busy streets. Map 1-1 shows the location of the on-site turn around capability requirement.

**6. Inclement Weather.** In rainy weather, Laguna Canyon Road floods and sometimes becomes impassable. This condition also



occurs on Pacific Coast Highway.

**7. Pedestrian Movements.** The basic goals of pedestrian safety and traffic flow are in conflict; stopping cars increases pedestrian safety but decreases the efficiency of traffic flow.

**Summary.** The City's street system, its existing levels of service at major intersections and the impediments to traffic flow throughout the community are critical issues that influence the movement of goods and people through Laguna Beach. The following policies help to guide the decision-making process when reviewing proposals for new development and are designed to prevent or minimize further impacts to the City's street system.

#### **Policies**

- 2A. Discourage the creation of new building sites where access and traffic conditions create an unacceptable level of traffic.**
- 2B. Discourage driveway access on Pacific Coast Highway and Laguna Canyon Road so interruptions to traffic flow are minimized.**
- 2C. Facilitate a synchronization program for Pacific Coast Highway, Laguna Canyon Road and Broadway.**
- 2D. Monitor the activities of adjoining jurisdictions to determine the impacts proposed development will have on traffic flow in Laguna Beach. Work with adjacent cities to ensure that the traffic resulting from development projects in these cities does not adversely impact the City of Laguna Beach. Actively oppose the creation of new arterials linking surrounding communities with Laguna Beach.**
- 2E. Require subdivisions, new commercial developments and major commercial renovations to include a traffic impact analysis which identifies measures to mitigate any identified impacts.**
- 2F. Encourage employers to reduce vehicle trips by offering flexible work schedules and employee incentives to utilize alternative transportation modes.**
- 2G. Require developers to be financially responsible for improvements necessary to mitigate the impacts of increases in level of traffic.**
- 2H. Promote the safe and efficient movement of both local and through traffic, including the improvement of "bottleneck" intersections where feasible.**
- 2I. Promote a local circulation system which serves the**

community and provides linkages to neighborhoods and regional transit facilities.

- 2J. Continue to require on-site turn around capability for streets identified on Map 1-1.
- 2K. Coordinate the planning and construction of capital improvements and access with planned land uses and projects.
- 2L. Prior to constructing new roads and installing new utilities, consider maintenance, operating costs and staffing requirements of those facilities.
- 2M. Avoid extending roads and utilities to identified Environmentally Sensitive Areas and unincorporated County lands. The City's map of environmentally sensitive areas is located at the public information counter.
- 2N. Pursue funding for projects to correct existing deficiencies in community facility systems.
- 2O. Continue to allocate funds for traffic and circulation improvements in connection with the annual Capital Improvement Program.
- 2P. Require proposals for major road improvements, alterations or major public works projects in Laguna Canyon to provide sufficient information on environmental impacts and on design and construction alternatives to enable the City to evaluate the proposal for conformance with all applicable general plan policies. Ensure that any such project is the least environmentally damaging alternative and is approved only if sized, sited and designed in a manner that will not degrade environmentally sensitive areas, scenic resources, significant natural landforms, parks or recreation areas.
- 2Q. Carefully monitor restricted streets, as identified on the Traffic and Circulation Map (Map 1-1) for needed improvements to increase their capacity in the absence of alternate street construction to divert the traffic load.
- 2R. Investigate the installation of turning lanes for Coast Highway intersections and the prohibition of left turns where no turn lanes are provided.
- 2S. Require right-of-way dedications for all developments located adjacent to Laguna Canyon Road and Coast Highway as specified in Section 25.53 of the Municipal Code.
- 2T. Consider establishing one-way streets as a means of increasing parking and as an alternative to roadway

widening.

- 2U. Discourage the creation of new building sites on streets with substandard width as defined in the City's access standards.



# CITY OF LAGUNA BEACH



MAP 1-2

ON-SITE TURN-AROUND  
REQUIREMENTS

Scale: 1" = Approx. 1600'

MATCH LINE A

PACIFIC OCEAN



Scale: 1" = 800'



### **TOPIC 3. Residential Neighborhoods**

In Laguna Beach, residential neighborhoods are served by local streets which, as mentioned previously, are severely constrained by topographic conditions. In addition, streets such as Glenneyre, Nyes Place, Balboa, Summit Drive, Bluebird Canyon, Park Avenue and Temple Hills Drive function as both local and collector streets. These streets have not been designed according to highway standards and are generally narrow, steep and overcrowded with automobile parking.

Furthermore, many older residential neighborhoods do not have sidewalk improvements. In many of these neighborhoods, building has encroached into the right-of-way making installation of sidewalks extremely disruptive if not infeasible. Pedestrians are required to walk in the roadway and compete with vehicular traffic for roadway space. In many instances, however, neighborhood associations have indicated that such sidewalk improvements would detract from the rural atmosphere.

Because of the historical development pattern of the roadway system in Laguna Beach, most traditional traffic models can not be easily applied. Evaluating development proposals with respect to traffic impacts is therefore, extremely difficult. In general, traditional level of service models would seem to be inappropriate measures of impacts on local neighborhoods.

Vehicular traffic through residential neighborhoods directly impacts the integrity of a neighborhood. Noise, air pollution, and human safety are all factors which must be considered when evaluating local streets. "Traffic calming" techniques to slow automobiles would enhance the quality of life. These techniques, explored in the philosophical perspective topic section, should be considered when evaluating new subdivisions or reevaluating the design of existing residential roadways.

#### **Policies**

- 3A. Enhance residential neighborhoods by employing methods of automobile restraint such as cul-de-sacs, speed bumps, landscaping, reducing the perception of roadway widths and other traffic calming methods where appropriate and in compliance with adopted access standards.**
- 3B. Encourage street design and traffic levels that are sympathetic to the health, safety and social needs of individual neighborhoods.**
- 3C. Compile updated level of traffic data utilizing traffic models developed specifically for the City of Laguna Beach residential neighborhood environment.**



**3D. Balance the need for sidewalks with the need to preserve the rural atmosphere of a neighborhood when development is proposed.**

#### **TOPIC 4. Growth Management**

As explained in Section 1, on November 6, 1990, Orange County voters approved Measure M, a Traffic Improvement and Growth Management Ordinance which will provide funding for needed transportation improvements throughout the County. Measure M authorized the imposition of a 1/2 cent retail and use tax for a period of twenty years effective April 1, 1991. The sales tax increase is estimated to raise \$3.1 billion for countywide traffic improvements over the twenty year period.

Portions of the money received from the new sales tax revenue will be returned to local jurisdictions for use on local and regional transportation improvements and maintenance projects. In order to qualify for these revenues, however, Measure M requires each jurisdiction to comply with the Orange County Division, League of California Cities Countywide Traffic Improvement and Growth Management Program which was included by reference in the Orange County Transportation Authority's Measure M Ordinance. One of the requirements of the ordinance is that each city adopt a growth management element as part of its general plan. The information contained within this document is intended to provide compliance with this requirement.

The Transportation Authority has recognized that major differences occur between "developing" and "developed" communities. Generally, developing communities need to address a larger range of issues related to public services and facilities than those communities which are considered developed. Since Laguna Beach is a developed community, many of the issues relating to Measure M and growth management require a scaled-down discussion. For this reason, the City has combined the requirements for a Growth Management Element with the Circulation and Transportation Element.

**Overview:** The following section of the Transportation, Circulation and Growth Management Element contains policies for the planning and provision of traffic improvements that are necessary for orderly growth and development. Presented below are policies and programs for the establishment of specific traffic levels of service (LOS), development mitigation and development phasing. In addition, this Element includes an implementation program for annual monitoring. The implementing measures are provided at the end of Section 3 of this document. The following policies were derived from the Countywide Growth Management Program Implementation Manual and are intended to provide compliance with the requirements for Measure M funding.

## Policies

- 4A. Recognize, adopt and establish the following State mandated levels of service for specific roadways within the community;

<u>Intersection or Road Link</u>	<u>Level of Service</u>	
	AM	PM
Laguna Canyon Road/El Toro	F	F
Broadway/Pacific Coast Highway	D	D
Pacific Coast Highway	E	E
Laguna Canyon Road	F	F

- 4B. Establish level of traffic thresholds and appropriate mitigation measures for neighborhood streets.
- 4C. Require new development to share the cost of traffic mitigation, as deemed appropriate.
- 4D. Develop a traffic impact mitigation program for transportation improvements within the City's boundaries.
- 4E. Coordinate with adjoining jurisdictions through Inter-Jurisdictional Planning Forums to determine minimally acceptable impact mitigation levels for application within specified growth management areas (GMA's).
- 4F. Prohibit the use of Measure M sales tax revenues to replace private developer or primary local funding sources which are already committed for any project or normal subdivision obligations.
- 4G. Ensure that new development is phased to be concurrent with the needed infrastructure.
- 4H. Participate in Inter-Jurisdictional Planning Forums with other cities located in the Growth Management Area as established by the League of California Cities.
- 4I. Promote traffic reduction strategies through implementation of the Transportation Demand Management Ordinance and amendments which incorporate innovative transportation control measures.
- 4J. Promote land uses (residential, non-residential and public) which are appropriately balanced.
- 4K. Establish appropriate transportation control measures which implement the Regional Mobility Plan, the Air Quality Management Plan and the Congestion Management



**Plan goals of reducing vehicle trips, increasing average vehicle occupancy and reducing vehicle miles traveled.**

#### **TOPIC 5. Public and Regional Transportation Systems.**

This section describes the existing public transit system in the City and evaluates its strengths and weaknesses. It is the City of Laguna Beach's intent to provide convenient and safe transportation for residents and tourists so that traffic congestion may be alleviated, parking demand reduced and air quality improved.

Local transit services have been provided in Laguna Beach since the 1950's when a private company owned and operated the services. In 1970, the City purchased the system and created the Laguna Beach Municipal Transit Lines (LBMTL). Besides serving transit needs in Laguna Beach, LBMTL provides service outside the City to the Monarch Bay area south of the City, as well as tram service during the summer art festivals. A key objective of all LBMTL services is to provide relief from the parking and traffic congestion which is common in the downtown and beach areas. The transit system was originally acquired by the City to provide alternatives to the automobile for travel within the City. This mission is still the primary goal of the system with emphasis upon providing transportation for the transportation-disadvantaged in the City and providing complementary services for total transportation management of parking, automobile and pedestrian systems in the City. It should be noted that the City adopted a Short Range Transit Plan in April of 1991 which provides an in-depth study of the City's Transit Program. This plan is updated annually. For additional information regarding the City's transit service, the reader is referred to that document.

During the summer months, the City augments its transit line through the installation of a "festival tram" service. Motorists are encouraged to park in peripheral locations and tram into the City to attend the community's summer art festivals and other commercial and recreational activities. Through this service the City promotes bus ridership in an attempt to reduce vehicular congestion in town.

In addition to Laguna Beach Municipal Transit Lines, the Orange County Transit District provides public transit service in the community. These services are of an inter-community nature with routes along arterial roads linking Laguna Beach with other communities in Orange County.

**A. Laguna Beach Municipal Transit:** Laguna Transit provides intracommunity transit service which is within walking distance of nearly 90 percent of the developed areas in the city. Realistically however, the extreme grades in many parts of the hillside residential areas of the City inhibit easy pedestrian access to the system, and the practical coverage of the system in these areas is reduced to approximately 70 percent. In the relatively level downtown and coastal areas, almost all beach



access points are within one quarter of a mile of at least one transit route.

The basic framework of the existing route structure of LBMTL has been in effect since January 3, 1978. At that time, a major revision of routes and schedules was put into effect which increased the amount of service offered to the community. The transit system currently supports three principle routes each of which converge at the downtown transportation center located on Broadway near Beach Street. The transit routes, as of January 1992, are shown on Map 1-2.

The Red Line serves the area between downtown Laguna Beach, portions of South Laguna and Monarch Bay Plaza located at the intersection of Crown Valley Parkway and Pacific Coast Highway. The Green Line serves north Laguna, a portion of Laguna Canyon and extends into the hillsides via Temple Hills Drive to the Top of the World neighborhood. The Blue Line serves the Bluebird Canyon and Arch Beach Heights area.

**B. Orange County Transit District:** The County of Orange operates Routes 1, 57 and 85 within the service area of LBMTL. Route 1 provides service from Long Beach to San Clemente along Pacific Coast Highway with an approximate service frequency of one bus per hour. Route 57 operates between Santa Ana and Laguna Hills, using Pacific Coast Highway and Laguna Canyon Road with a frequency of about one bus every twenty minutes. Convenient transfer opportunities exist between OCTD Routes 1 and 57 and all three LBMTL routes. Route 85 is operated between Laguna Hills and San Clemente on Crown Valley Parkway and Pacific Coast Highway, with a frequency of about one bus per hour. Transfers between OCTD Route 85 and the Red Line may be made conveniently at Monarch Bay Plaza located at Crown Valley Parkway and Pacific Coast Highway.

The Laguna Beach system has a working agreement with OCTD to offer efficient, dependable and cohesive public transportation service in the LBMTL service area. This agreement includes coordination of services and distribution of one another's schedule information. Both transit systems operate in a manner to avoid undesirable and unnecessary duplication of service within the combined service area. The City of Laguna Beach has developed a transportation center in its downtown which is used by LBMTL and OCTD. This transportation center constitutes a focal point for all public transit and para-transit services in the city.

**C. Other Transit Options:** Also available to the citizens of Laguna Beach is a County sponsored dial-a-ride program which provides rides to elderly and disabled individuals on an appointment basis. Sally's Fund, a non-profit organization, also provides van service to elderly, low-income individuals.

**Issue Identification and Analysis:** As mentioned in previous sections, effective discouragement of individual use of the automobile requires efficient transit service. The current public transit system in Laguna Beach offers near-complete coverage of

service with more than 90 percent of the population residing within one-quarter mile of an existing bus route. The quality of service relative to beach accessibility however, may be improved by increasing the frequency of service and revising operational scheduling and transit routing.

A. Frequency of Service: Increasing the frequency of service on each of the LBMTL routes from the present hourly to one-half hour frequencies would involve substantial costs and acquisition of new equipment, necessitating the use of additional buses. Increasing the frequency of one route, however, without a commensurate increase on other routes is not considered fully effective because opportunities for systematic travel (using transfers) would not be enhanced. Thus, the beneficiaries of such an increase would be those who travel along a single route.

B. Scheduling: Currently, more bus stops are utilized than are officially recognized by the City due to the practice of the "hail" system. Although such a personalized transit system provides convenient ridership, this procedure sometimes causes delays or interruptions of bus schedules.

Laguna Beach Municipal Transit District offers transit service Monday through Saturday, with services unavailable Sundays and most holidays. Because Laguna Beach represents a popular year-round tourist attraction with activity especially heavy on weekends and many holidays, transit service during these periods would provide needed public transit opportunities and help alleviate downtown traffic congestion.



# CITY OF LAGUNA BEACH



MAP 1-1

PUBLIC TRANSIT ROUTES

— Laguna Beach Transit

..... Orange County Transit

Scale 1" = Approx 1600'

MATCH LINE A

PACIFIC OCEAN



Scale: 1" = 800'





C. Transit Routing: Municipal operated bus routes follow the same course through the year. The City does not operate direct or express transit routes to the beach although such a system would improve beach accessibility and ridership convenience. Given the small scale of the existing bus system and short length of individual routes, however, express or direct transit routes to the beach may prove unwarranted.

In contrast to intra-city express routes, direct beach bus routes to Laguna Beach from special inland locations could significantly improve beach accessibility and reduce traffic congestion in the community. Modification of inter-city bus routes would be initiated by the Orange County Transit District in cooperation with the City of Laguna Beach.

#### **Policies**

- 5A. Provide safe and efficient intra-city public transportation for residents and visitors of Laguna Beach by maintaining the local transit system.**
- 5B. Encourage the use of public transportation.**
- 5C. Explore funding sources for the maintenance, operation and improvement of the transit system. Improvements should include the provision of covered passenger shelters and adequate route signage and route schedules.**
- 5D. Enhance transportation opportunities for the young, elderly, and handicapped by installing lifts, providing priority seating, expanding bicycle carrying capacity and creating a monthly pass program which reduces fares on a monthly basis.**
- 5E. Require the dedication and improvement of right-of-ways for bus turnouts as a condition of development approval when appropriate.**
- 5F. Increase use of the transit system by advertising in local newspapers and cable television networks and promoting the system at major user destinations such as the Senior Center, the local schools and South Coast Medical Center.**
- 5G. Develop an incentive program with the Chamber of Commerce for employees who work in the Central Business District.**
- 5H. Continually review the transit system to determine methods for increasing ridership and responding to seasonal demands and special events.**
- 5I. Support the efforts of appropriate agencies to provide additional local and express bus service to Laguna Beach such as special beach buses.**

5J. Encourage the improvement of express transit service to and from other cities.

5K. Improve the long-range transit opportunities to include programs such as a regional park and ride program and free trams.

## TOPIC 6. Parking

The City of Laguna Beach realizes that meeting all parking demands is an unrealistic and unobtainable goal. In some instances it may be an undesirable goal, especially in the downtown area where other considerations must be examined. The explosive growth in South Orange County and the attractiveness of Laguna Beach as a resort community with highly valued recreational amenities means that parking demands will never be satisfied.

Background and Setting. One of the reasons for the dramatic deficiency of parking spaces in the CBD is because many buildings were built prior to the establishment of parking requirements. The City's practice of crediting parking spaces to buildings built prior to parking regulation enactment has further impacted the deficiency. The practice, known as "grandfathering," results in the continuation of uses without ever providing on-site parking.

Another reason for the complicated parking situation is that at particular times of the year and at many locations in the community, a number of distinct user groups vie for limited parking opportunities. This is especially apparent in the downtown area. The City's parking dilemma is year-round and causes extreme frustration for resident, tourist and employee alike. The problem emerges when residents and local shoppers compete with employees, beach visitors, festival visitors and out-of-town shoppers for the parking demands imposed by each group. The following section describes the different user groups.

It should be noted that although parking is a critical issue, the City has relaxed its requirements in special circumstances. These circumstances include the issuance of parking credits to allow, for example, outdoor seating for restaurants, senior citizen's low-cost housing, public art projects, historic structures and pedestrian amenities.

Residents. Although City regulations require all residential units to provide off-street parking, many dwellings fail to comply with this statute, due to age (constructed prior to the adoption of this standard), illegal conversion of the garage to living area or increased automobile usage. Residents are therefore often required to park on the street and must compete with other user groups.

Local Shoppers. To the outsider, Laguna Beach may be just a favorite beach or a summer art festival. Residents, however, find that Laguna Beach provides essential, service-oriented businesses



needed for day to day living. Local businesses cater to the daily needs of residents, providing essential services such as groceries, laundries, shoe repair, banks, etc. Although the City offers an intra-city transit line and taxi service, many residents elect to use their automobiles to shop locally, thereby generating a parking demand. The City's Local/Business Professional Zone, Commercial Neighborhood Zone and several Downtown Specific Plan Districts are intended for the local retail business and commercial needs of the City.

Employees. There are approximately 9,000 jobs available within the City limits as determined by the latest Census. Most positions are within the wholesale/retail industry although service-related positions are also plentiful. Since these types of jobs generally pay less than those which are found in other industries, many people are unable to afford housing within the City. This means most employees commute into the City by automobile and demand parking, adding to the competition for parking space.

Beach Visitors. It is estimated by the Laguna Beach Marine Safety Department that beach attendance in this community reaches approximately 3 million visitors annually. Most of these visitors utilize the automobile as their means of transportation and therefore also generate a parking demand. On a summer day, beach attendance can approach 70,000 individuals.

No concentrated parking areas exist close to the beach, other than those public parking lots located in the downtown area. Beach visitors must therefore find curbside parking in either residential or commercial districts.

Festival Visitors. During the six week run of the summer art festivals, an estimated 300,000 people cross the turnstiles at the Pageant of the Masters, Sawdust Festival and Art-A-Fair. Minimal parking spaces are provided on site, requiring festival visitors to locate off-site parking. The City annually develops a festival parking management plan which identifies tram stops and available parking areas.

**Parking Constraints/Demands:** The preceding discussion on user groups highlights one of the major constraints influencing parking availability: in many areas of the community there is multiple demand exhibited for existing parking. To better understand this demand, it is important to identify not only where specific demand is exerted, but when. Table 1-5 further explains the characteristics of each of these groups.

TABLE 1-5

PARKING DEMANDS

User Group	Seasonal Demand Characteristics				Daily Demand Characteristics		Hourly Demand Characteristics		
	Win.	Sp.	Sum.	Fall	Weekend	Weekday	Mid-8	8-5	5-Mid
								(1)	
Residents	x	x	x	x	x	x	x	x	x
Local Shoppers	x	x	x	x	x	x		x	
Employees	x	x	x	x		x		x	
Beach	x	x	x	x	x	x		x	x
Festival			x		x	x		x	x
(1) Weekends Only									

Source: Laguna Beach Local Coastal Plan, Technical Appendix

As is shown in the above table, not all user groups compete for parking at the same time. At particular times of the year, and at particular times of the day, different groups require parking.

Downtown Parking Survey: Many of the City's circulation problems culminate in the downtown area where different parking user groups decrease speed, search for spaces, wait for vacating spaces and otherwise stymie traffic flow. Parking demand often exceeds parking supply, causing frustration among motorists.

A comprehensive parking survey of the Central Business District (CBD), completed in 1976, identified 1,923 parking spaces in the Central Business District. Unfortunately, much of this parking is not located where the greatest demand occurs. With additional parking on the north and south sides of Laguna Canyon Road and also on Laguna Canyon frontage road, total parking in the Downtown area is in excess of 2,000. However, a parking deficiency caused primarily by the tremendous influx of visitors may occur during peak times, such as summer weekdays and weekends, holidays and weekends during other times of the year.

Many of the downtown parking spaces (948 out of the 1,923 spaces) are private off-street parking stalls which are only available to certain users (such as retail customers) and are not always fully utilized during peak parking periods.

#### Issue Identification and Analysis:

1. Competition Among User Groups: Because of the proximity of commercial uses to local coastal recreational opportunities, beach visitors and shoppers must compete for limited public parking. The deficiency of on-site parking spaces results in competition for convenient parking. This may negatively impact the operation of local commercial establishments in favor of peripheral or external commercial centers.

As discussed previously, the downtown area is deficient in parking. A definitive survey has not been completed for the City's remaining commercial areas. Experience has shown however,



that, like the downtown, off-street parking deficiencies exist. Shoppers, out of preference, convenience or in recognition of this deficiency, use street parking. During summer months, however, beach visitors can also be expected to utilize these same parking stalls.

Also adding to the competition for limited parking meter spaces are employees and employers. This user group often prefers to park at meters in the Central Business District since other opportunities are limited and less convenient.

2. Resident Parking Needs: Increased automobile usage per household, illegal residential conversions, and inadequate onsite parking results in residents utilizing street parking, forcing residents to compete with others for parking spaces. In areas with mixed residential and commercial uses, or in areas adjacent to recreational nodes, beach visitors, employees and shoppers often compete with residents for parking spaces.

3. Circulation: Motorists, in their search for parking opportunities, significantly increase vehicular congestion in the downtown area. Cars often stop in traffic, waiting for another motorist to pull away from a parking stall. Traffic is delayed or stopped until the motorists pulls out of the traffic lane. This produces major disruption in single-lane traffic and has a particularly negative effect on air quality.

4. Private Parking Lots: Some existing private parking lots are not utilized to their optimum efficiency. However, this may be changing as property owners realize the economic advantages of leasing out spaces. When not required for the operation of business, parking space utilization is sometimes restricted entirely. The intent of the Municipal Code standards mandating the provision of onsite parking for commercial uses is to assure that those uses address the parking demands they impose upon the community. Those demands are generally restricted to the hours of operation of the business. When not in operation (i.e., when no demand is being imposed on the specific use for that parking), those parking spaces represent an unrecognized and unutilized parking resource. Examples of such uses which exhibit only periodic demands for onsite parking include banks, medical and professional offices, many retail stores, schools and churches.

5. Parking Meters: The cost and time allocation assigned to individual parking meters can play an instrumental role in regulating their usage. For example, beach visitors would be reluctant to park at short-term meters, faced with the prospect of walking back to the car every hour or so to feed the meter. Similarly, shop keepers and employees require longer-term parking than do shoppers.

The City currently operates and maintains five separate time classifications: 30 minutes; 1, 2, 4 and 10 hours. While most of the City's meters operate for the short-term, longer duration meters (4 and 10 hours) are found along Heisler Park, Laguna Canyon Road and Upper Cliff Drive.



The following table references the parking requirements of the City's identified user groups. Meter times should respond to the particular demands imposed by the City's user groups.

**TABLE 1-6**  
**USER GROUP PARKING REQUIREMENTS**

<u>User Group</u>	<u>Short Term</u> <u>0-4 Hours</u>	<u>Long Term</u> <u>4-10 Hours</u>
Local Shoppers	x	
Employees		x
Beach Visitors		x
Festival Visitors		x

**Source: Laguna Beach Local Coastal Plan, Technical Appendix**

6. Municipal Parking Lots: There are several municipal parking lots located in the downtown area. Many of these lots are difficult to locate due to poor signage. All of the user groups compete for these limited spaces.

7. Municipal Code Requirements: In 1988, the City revised its parking standards to more accurately reflect parking demand. This resulted in the adoption of a more restrictive set of standards. New development is required to provide parking in accordance with these standards while existing buildings are "credited" or "grandfathered" with parking spaces. Since most commercial development has been in place for many years prior to adoption of parking standards, it is difficult to create or obtain compliance with the new regulations.

The City, in the past, has allowed the off-site leasing of spaces to satisfy on-site needs. This has been a problem because it is extremely difficult to monitor and enforce the availability of such spaces.

8. Parking Certificates: Under the City's existing parking in-lieu fee program, developers are able to purchase up to three parking certificates in the CBD for approximately \$8,000 each. Those funds are then deposited in the City's Parking In-Lieu Account and reserved for the construction of parking improvements in the downtown area. There are two major problems associated with this program:

a. The fees collected are not necessarily equivalent to the cost of constructing a parking stall; and

b. No long-term implementation program has been adopted to create those spaces, except for the Glenneyre Street structure. The resulting impact is that the program creates a mechanism to bypass municipal parking standards, thereby compounding the City's existing downtown parking deficiency.

In the future, it may be appropriate to explore different techniques for the mitigation of parking impacts. One suggested technique is to establish a parking mitigation fee. The fee would be imposed whenever an intensification of use occurs and a deficiency in parking is created. The annual fee would then be used to build peripheral parking structures, which are further discussed in the next section.

9. New Parking/Peripheral Parking: The existing parking deficiency in the downtown area, combined with recreational parking demands of both the beach and summer art festivals, requires the provision of substantial new parking opportunities. Providing these opportunities, however, requires careful consideration of different community goals.

Balancing the need to provide additional parking and the need to preserve the village atmosphere presents a difficult assignment. For example, constructing additional parking structures downtown would likely result in the elimination of existing buildings, buildings that provide the ambiance and attractiveness that people enjoy. As indicated earlier, the City will never be able to provide enough parking even if the entire downtown were replaced with parking garages.

Constructing a parking structure downtown could also seriously impact existing circulation conditions by adding to the chaos and congestion of traffic flow. In any event, it is essential that the City examine ways to accommodate traffic and alleviate some congestion in an effort to assist and improve the local economy. One way to accomplish this would be to develop parking structures on the periphery of downtown. Such structures could remedy some parking deficiencies and still preserve the village atmosphere. In addition, they would reduce internal vehicular traffic in the CBD, thereby reducing congestion.

The following areas have been identified as sites possibly suitable for a centralized parking facility;

Municipal Employees Parking Lot/Lumberyard Parking Lot. Operation of the treatment plant has been discontinued with completion of the regional treatment plant at Aliso Creek. Relocating other municipal service operations could provide an alternate use on the city-owned property.

Act 5 Parking Lot (Across from the Laguna Beach Lumber Company on Laguna Canyon Road). The vacant property is currently owned by the Irvine Company and leased by the City of Laguna Beach for public parking purposes. A transit connection is necessary for direct and convenient access to the central business district.

One critical aspect of constructing a parking structure on the periphery of downtown is that efficient tram service must be provided. The two locations identified above obtain access from Laguna Canyon Road and are already on the City's and the County's transit routes. Expansion of the City's program to include



frequent tram service to and from the downtown area would be essential for the success of the parking structure and the peripheral parking program.

The City may need to develop a two phase peripheral parking program. The first phase would be to construct a parking facility near the existing City Hall for the use of employees, downtown shoppers and non-seasonal events at the Festival of Arts grounds. The second phase would consist of the construction of a canyon located parking facility for festival and beach visitors.

10. Parking Variances: The issuance of a variance from the City's parking standards may result in the transference of a parking problem from onsite to offsite, thereby separating the problem from its cause. If a parking deficiency is transferred elsewhere, the issuance of a parking variance may be inappropriate unless it is supportive of other public objectives as identified in the City's zoning ordinance and general plan.

11. Special Activities: The summer art festivals in Laguna Beach generate substantial parking demand, attracting nearly 40,000 visitors weekly.

According to the Festival Parking Management Plan approved each year by the City Council and State Coastal Commission, 1658 parking spaces were available to festival visitors. A closer analysis of this inventory reveals that of the 1658 parking spaces:

362 are on-street

44 are not available to the general public

508 are subject to restricted availability

342 are privately available off-site

402 are publicly owned

Solving the parking dilemma of Laguna Beach will continue to challenge planners, elected officials and their appointees. Parking proposals must be evaluated so that conflicting goals may be weighed and creative solutions must be explored. The following policies are intended to assist decision-makers when evaluating parking issues in the City.

#### **Policies**

- 6A. Encourage and monitor joint parking agreements between adjacent property owners for the purpose of providing consolidated parking facilities, access driveways and curb cuts.**
- 6B. Review the City's Parking Ordinance regularly to determine if requirements respond appropriately to parking demand, while balancing other General Plan objectives.**
- 6C. To enhance the village atmosphere and the pedestrian experience, require landscaping and screening of all public**



and private parking areas.

- 6D. Develop a program for directional signs to assist motorists in locating parking.
- 6E. Encourage innovative parking that minimizes space such as two-story parking lifts.
- 6F. Evaluate and recommend an increase, if necessary in the in-lieu parking certificate fee to reflect actual land improvement costs or adopt an alternate program.
- 6G. To enhance and increase public access, pursue funding for planning and development of a peripheral parking program for parking, increased access to the beaches and transit opportunities. Specifically, study the Pacific Coast Highway corridor, Laguna Canyon Road, El Moro school and the downtown area for parking and transit opportunities, including appropriate locations for parking structures.
- 6H. When approving changes in intensity of land uses in the CBD, preserve all existing parking by assuring replacement on a one-for-one basis.
- 6I. Continue to manage and enforce a comprehensive parking program for the summer festival season.
- 6J. Consider allocating funds for traffic and circulation improvements in connection with the annual Capital Improvement program.
- 6K. Periodically review parking standards for new development to reflect the actual parking needs of the development and to assure that parking needs generated by the new development will not usurp on-street visitor parking.
- 6L. Coordinate the peripheral parking program with the provision of frequent tram service to and from the CBD.
- 6M. Investigate the feasibility of a parking mitigation fee program as part of a comprehensive parking management plan to be imposed on businesses located in the CBD. Ensure that proceeds from the program are used to construct peripheral parking structures and connecting tram service.
- 6N. Investigate methods for solving monitoring problems with off-site parking.

## **TOPIC 7. Truck Circulation and Loading Facilities.**

Delivery trucks and trash collection vehicles often compete with automobiles for roadway and alley space. Poorly designed or non-existent loading and unloading facilities result in mid-street stops where trucks occasionally double park, impeding traffic flow. This occurs particularly in the central business district.

In response to the need for adequate loading areas, the City established loading space requirements for uses in particular zones. The Local Business Professional Zone requires one loading space for each commercial site where seven or more on-site parking spaces are required. The M-1A (Light Industrial) Zone requires one loading space for each thirty thousand square feet of gross floor area and, the Downtown Specific Plan sets forth design guidelines for loading facilities. The provision of loading spaces should not be unsightly.

Noise from trash collection vehicles are known to negatively impact surrounding residents in early morning hours. For this reason, it is important to schedule trash collection for times when residents are likely to be awake. The need to reduce noise impacts, however, must be balanced with the need to reduce competition for roadway space with vehicles.

Alleyways provide primary access for trash collection vehicles and deliveries. Many alleyways however, need constant repair and maintenance, especially those found in the central business district. Drainage problems, potholes and narrow widths inhibit efficient use of these roadways. The City could improve its alleyway circulation through a regular maintenance program and a comprehensive one-way routing system.

Alleyways also provide important linkages between parking areas. Circulation is inhibited when trucks, making deliveries, block the alleyways. It is anticipated that with increased recycling efforts, additional truck traffic inhibiting alleyway access will increase. If this occurs, it may be necessary to impose time limitations on truck traffic and deliveries.

### **Policies**

- 7A. Promote effective delivery and truck transportation service without causing traffic congestion in high-activity commercial areas or traffic and noise problems in residential areas.**
- 7B. Coordinate trash collection efforts so that the need for noise impact reduction is balanced with the need to reduce competition for roadway space.**
- 7C. Provide for the efficient use of alleyways by**

implementing an on-going replacement and maintenance program and a one-way routing system, where found to be necessary.

- 7D. Require properly designed and usable loading areas with adequate access to reduce traffic conflicts.
- 7E. Investigate the possibility of imposing time limits and restrictions on truck deliveries.

#### TOPIC 8. Transportation System/Demand Management

One technique a city may employ to reduce vehicular trip generation and maximize efficiency of the transportation system is the enforcement of a "Transportation Demand Management" (TDM) ordinance. Through participation in transportation demand management programs, vehicle trips can be reduced.

The City's TDM ordinance was adopted in April, 1991. It establishes policies and standards which reduce the number of peak period vehicle trips generated in association with new and expanded development. The ordinance applies to all new development projects, including additions to existing buildings and changes of uses that are estimated to employ 100 or more persons. It should be noted that this threshold is directly tied to the South Coast Air Quality Management District's Regulation XV and will decrease as amended.

Projects subject to the TDM ordinance are required to provide preferential carpool parking, bicycle parking and shower facilities, distribute information on alternative transportation methods and provide rideshare vehicle loading areas.

In addition to adopting its own TDM ordinance, the City has been involved with the County of Orange in its implementation of a regional TDM strategy. These efforts are attempts to create long term reductions in traffic congestion on a countywide basis.

Another attempt to reduce traffic congestion is found in the City's Commuter Trip Reduction Plan. The plan is a major component of the 20-year Air Quality Management Plan developed by the South Coast Air Quality Management District and the Southern California Association of Governments to achieve the National Ambient Air Quality Standards. The goal of the Trip Reduction Plan is to reduce air pollution by reducing the number of commute trips between home and work during the morning peak traffic period. The plan provides incentives to individuals who walk or bicycle to work instead of utilizing individual motor vehicles.

The TDM ordinance and the Commuter Trip Reduction Plan offer many positive techniques to alleviate traffic congestion. With continued implementation of these programs, the City should



realize some reductions in traffic problems.

#### **Policies**

- 8A. Maximize the efficiency of the circulation system through the use of transportation system management and demand management strategies.**
- 8B. Encourage traffic signal coordination on arterial highways to the maximum extent practical and integrate signal coordination efforts with those of adjacent jurisdictions.**
- 8C. Encourage all employers to utilize Transportation Demand Management techniques and to participate in regional efforts to implement the Southern California Air Quality Management District's TDM requirements.**
- 8D. Promote ridesharing through publicity and provision of information to the public.**
- 8E. Coordinate with the Orange County Transit Authority in an effort to establish a park and ride facility that will alleviate commuter traffic through the community.**

### **TOPIC 9. Pedestrian, Hiking and Bicycle Circulation.**

#### **I. Pedestrian Circulation.**

Existing Conditions: Laguna's scenic beauty and mild climate make walking very enjoyable most of the year. While there are undisputed shortcomings in the City's pedestrian system, there are also a number of superb amenities. Beach access stairways have been installed throughout the community at many street ends. The boardwalk at Main Beach Park provides pedestrian access linkage to Heisler Park and the beach serves as its own natural walkway.

Unlike most of Laguna, pedestrian circulation in the southern portion of the community is somewhat constrained. Along Pacific Coast Highway, south of Aliso Pier, the existing roadway has been improved for vehicular traffic but sidewalks for pedestrians are limited or non-existent. The lack of sidewalks is especially noticeable on the inland side of Pacific Coast Highway. Within the newer residential communities, sidewalks have been installed to provide efficient pedestrian circulation. The older residential areas, however, do not provide any sidewalk facilities and pedestrians are required to walk in the roadway. This condition is particularly acute along Pacific Coast Highway where pedestrians compete with vehicular traffic for roadway space.

Early tract development in the South Laguna area provided a series of easements to allow unencumbered access to Pacific Coast Highway for subsequent beach access. These easements primarily serve residents of the community from Aliso Creek to Three Arch Bay. Most of these easements need to be improved to facilitate broader use by residents as well as the general public. In addition to the public access easements, a Master Plan of Trails, adopted as part of the South Laguna consolidation, identifies a formal trail system in South Laguna. The local hillsides have numerous unimproved trails extensively utilized by local residents for informal recreational activities which link with the Master Plan of Trails.

Laguna Beach's pedestrian circulation problems range from inadequate sidewalk widths to crosswalks located at uncontrolled intersections. The following discussion identifies the major impediments to pedestrians.

1. No Sidewalks: Without sidewalks, pedestrians are forced to compete with vehicles for space on City streets. Mixing pedestrians with vehicular traffic is undesirable. In general, new developments in Laguna Beach are required to construct sidewalks as a condition of approval. However, there are many areas which were developed prior to this requirement and therefore, no sidewalks exist. Also, it should be noted that some neighborhoods do not want curb, gutter and sidewalk improvements in an effort to preserve a rural atmosphere. In any event, construction of sidewalks in existing built-up areas would be extremely difficult given the development pattern of existing encroachments into the road rights-of-way.

2. Blind Corners: Visibility from pedestrian to driver is essential for pedestrian safety. In addition to abundant landscaping and high fences at corners, steep terrain and sharp curves can hinder pedestrian/driver visibility.

3. Narrow Sidewalks: Recommended standards for sidewalks suggest that residential sidewalks should be from four and six feet in width while sidewalks in active commercial areas should be a minimum of ten feet in width.

4. Access for the Disabled: In the past, the needs of the disabled have not been adequately addressed, especially in the design of sidewalks and other walkways. Today, there is a greater awareness of the problems caused by improper sidewalk designs which fail to accommodate the disabled person. For example, the City has ramped most of its curbs to aid in handicap accessibility. New developments are required to accommodate disabled individuals. The State Disabled Access Regulations require that curb ramps be constructed at each corner of street intersections and other locations.

5. Uncontrolled Crosswalks: Major pedestrian crossings of streets are identified by pavement striping. Crosswalks must be carefully



located because they may create a false sense of security for pedestrians. Generally, crosswalks should be located at intersections and not located in the middle of a block. Crosswalks not located at traffic controlled intersections are more hazardous than not having delineated crosswalks at all, because motorists cannot anticipate pedestrian movements in advance. The primary benefit of crosswalks is that they tend to channel pedestrian traffic so that motorists are better able to anticipate the locations where pedestrians might cross the street.

Textured or colored crosswalk paving material is an alternative method to pavement striping. Special paving contributes to the pedestrian experience while still promoting safety through crosswalk delineation. Use of textured surface materials should be investigated for maintenance requirements and long-range safety.

6. Pedestrian Access Within Developments. Walkways within developments are just as important to pedestrian circulation as the city-wide sidewalk system. Pedestrian linkages between uses within a development are often neglected. It is difficult to establish specific standards for internal circulation since the design of structures can not be pre-determined. All plans for commercial development however, should be reviewed for internal circulation. Pedestrian circulation within parking areas should also be considered in every design.

7. Lack of Amenities and Landscaping: Stark concrete walkways are uninviting to pedestrians. The lack of landscaping and street furniture constrains pedestrian circulation because people avoid walking where the experience is unpleasant. When pedestrian areas are decorated with landscaping, fountains, sculptures and benches, people will utilize the area. These amenities should be incorporated into any new commercial development.

Many existing pedestrian areas in Laguna Beach lack the appeal that is possible with pedestrian treatments. Many of the City's streets are devoid of street furniture and landscaping. Sidewalks along Pacific Coast Highway are often large expanses of gray concrete. There are certain approaches which could greatly improve pedestrian amenities. The Design Guidelines of the Downtown Specific Plan and the landscape and streetscape master plan for the South Laguna area contain information on these techniques which could be expanded to the rest of the City. The reader is referred to those documents for additional information.

The Design Guidelines suggest a theme for paving treatment of sidewalks and crosswalks to add color and texture to the walking surface. Bricks and stamped concrete surfaces may be used. Raised planter borders could be designed for use as benches. The placement of additional kiosks would provide information for residents and tourists. Newspaper racks and telephones may be integrated into the kiosks. Other street furniture that should be considered and examined include mail boxes, drinking fountains,



fire hydrants, benches and tree grates.

## **II. Hiking Trails.**

The City's Open Space Element discusses the importance of interconnecting trails as a component of the City's circulation system. Topic 6, found on page 28 of that Element, is referred to for background information, issue identification and the analysis and policies related to trails. In addition, the City has adopted the Master Plan of Hiking and Walking Trails which provides the general locations of proposed and existing trails. This document is also recommended for more information related to hiking and walking trails.

## **III. Bicycle Circulation.**

The Master Plan of Countywide Bikeways designates Pacific Coast Highway as a planned, but not improved, bikeway. Orange County is currently studying Pacific Coast Highway from Corona Del Mar to Dana Point to prepare guidelines for the future development of a bike trail system along this primary arterial.

Parts of Laguna Canyon Road and El Toro Road have bicycle lanes. However, other bicycle trails and facilities are non-existent in the community. Bicyclists utilizing Pacific Coast Highway and neighborhood streets must compete with motorists for roadway space. Topographic constraints as well as limited alternate routes discourage bicyclists from using routes other than Pacific Coast Highway.

Providing a comprehensive bicycle trail system throughout the community is not physically possible due to the steep hillside terrain and narrow winding roads that can not be widened. The City does however, promote the use of bicycles by requiring new development to provide bicycle storage facilities and showers for employees. In addition, the City could facilitate use of the bicycle by increasing bicycle carrying capacity on city operated buses.

### **Policies**

- 9A. Maintain and replace existing pedestrian facilities and require new development to provide pedestrian walkways between buildings where appropriate.**
- 9B. Ensure accessibility of pedestrian facilities to the elderly and disabled.**
- 9C. Support and coordinate the development and maintenance of bikeways in conjunction with the County of Orange Master Plan of Countywide Bikeways to assure that local bicycle routes will be compatible with routes of neighboring jurisdictions. In particular, these bikeways include**

Route 67 through Laguna Laurel Regional Park, Route 71 along Laguna Canyon Road, Route 75 along El Toro Road and Route 25 along Pacific Coast Highway. Bikeway Route 78, along Aliso Creek, should be encouraged provided impacts to Ben Brown's golf course are mitigated.

- 9D. Promote the provisions of the Transportation Demand Management Ordinance which requires showers, changing rooms and an accessible and secure area for bicycle storage to all businesses when appropriate and feasible, not just those businesses specified in the ordinance.
- 9E. Encourage the safe utilization of easements and/or rights-of-way along flood control channels, public utility rights-of-way and street rights-of-way wherever possible for use by bicyclists and/or hikers.
- 9F. Encourage pedestrian access and orientation in the Central Business District.
- 9G. Ensure adequate pedestrian/driver visibility at corners.
- 9H. Evaluate and improve pedestrian safety improvements and or devices at appropriate crosswalks.
- 9I. Investigate the feasibility of creating a pedestrian mall on Forest Avenue between Glenneyre and Pacific Coast Highway.

## **TOPIC 10. Emergency Response and the Transport of Hazardous Materials.**

### **I. Emergency Response and Street Design.**

Substandard street conditions may greatly impede access by fire trucks, ambulances and other emergency vehicles. Access is constrained by inadequate width, overcrowded parking conditions insufficient pavement and excessive street grade. Many of these conditions may never be alleviated due to economic and physical factors.

Effective street design is, to a great extent, based upon informed and judicious compromise. It cannot be expressed entirely in performance standards, nor can any single set of design criteria be suitable for all conditions encountered in a local setting as diverse as Laguna Beach. The City adopted amendments to the access standards in an attempt to address the problems associated with street design throughout the community. The reader is referred to that document for further information on access regulations.

### **II. Transportation of Hazardous Materials.**



The transportation, generation and storage of hazardous materials must be closely monitored to ensure public safety. The State of California Motor Vehicle Code, beginning with Section 31300, governs transport of hazardous materials. The California Highway Patrol enforces these regulations on state highways and local police and fire departments oversee compliance elsewhere.

The majority of tank trucks transporting hazardous materials travel via U.S. 5, circumventing the city limits. Some transportation of hazardous materials occurs on Pacific Coast Highway and Laguna Canyon Road. Since these roadways are under the jurisdiction of the California Department of Transportation, the City of Laguna Beach has little or no control over their use.

#### **Policies**

- 10A. Improve and maintain the transportation system to further enhance adequate emergency access to all developed areas.
- 10B. Impose and enforce parking restrictions in areas where the minimum traversable street section is less than that established in the City's access standards.
- 10C. Require that a minimum of one unobstructed travel lane be traversable at all times by emergency service vehicles.
- 10D. Encourage the Fire Department to develop a method to monitor and record the daily flow of hazardous materials through the City to ensure public safety.
- 10E. Encourage the coordination between the City Fire and Police Departments with the County Fire and Sheriffs Departments in the designation of routes and enforcement of hazardous materials, routing ordinances and laws, with Pacific Coast Highway as the primary designated route.

#### **TOPIC 11. Scenic Highways and Aesthetics**

Increased environmental awareness on the part of the public has led to a concern for preserving and enhancing aesthetic qualities provided along Laguna Canyon Road and Pacific Coast Highway. In response to this concern, the City adopted a Scenic Highways Element in 1974. The reader is referred to that document for additional information related to scenic highways.

Pacific Coast Highway provides the traveler with wonderful views of the sea and hillside lands. Laguna Canyon Road offers



spectacular views of undeveloped canyon lands. These two major highways and many other local streets may be greatly enhanced by landscaping. The South Laguna Specific Plan Design Component sets forth a number of guidelines and specifications for landscaping Coast Highway south of Nyes Place. The Design Component should be expanded to cover other streets throughout the community.

#### **Policies**

- 11A. Integrate plans for scenic highways with open space plans as they are developed.**
- 11B. Design scenic highway corridors to maximize the compatible multi-purpose objectives of open space planning such as recreation, conservation, public health and safety, and preservation of scenic-aesthetic amenities.**
- 11C. Preserve the scenic qualities of all highways, including views of both ocean and hillsides.**
- 11D. Encourage special improvements or treatment for the scenic highways and local streets, including lighting, signing and landscaping programs, where appropriate.**
- 11E. Require the use of landscaping, special architectural treatments and siting considerations for projects visible from major highways and arterial streets.**
- 11F. Develop design guidelines for all scenic highways throughout the City.**
- 11G. Update the Scenic Highways Element.**

#### **TOPIC 12. Utilities.**

In addition to the various transportation systems for the movement of goods and people, Laguna Beach also has a large network of pipelines and utility transmission lines used to move water, sewage, storm drainage, fuels, electric power and communication technology. This section deals with the transportation of these commodities through the community.

It is less expensive and less environmentally damaging to transport several products by pipe than it is by truck. Except for the initial grading and potential for leakage, there are very few impacts as a result of pipeline transmission. Electrical energy and communication signals are typically transmitted by the existing electric overhead or underground transmission lines.

Water and Sewer. Water is provided by the Laguna Beach County Water District and the South Coast Water District who obtain their

water from the Metropolitan Water District. Maps of the major trunk lines of the water and sewer system are contained in the Master Water and Sewer Plans and are subject to periodic revision. The detailed water and sewer networks are depicted on plot maps on file with these utility companies and the City.

Gas and Oil. Laguna Beach is serviced by the Southern California Gas Company. Once in place, there are usually very few problems associated with oil or gas pipelines. These systems are owned and maintained by private utility companies. The Federal Department of Transportation and the California Pipeline Safety Act regulate the technical performance of oil and gas pipelines. The installation of new pipelines within the City is governed by the City of Laguna Beach.

The primary problem with oil and gas pipelines has been due to private grading. The Southern California Gas Company regularly patrols and inspects its lines. It has a program for continually upgrading the marking of its lines. Like other oil and utility companies, they participate in the Underground Service Alert (U.S.A) program by which a person planning excavation is required to call 1-800-642-2444 to determine if underground pipelines will be affected.

Electricity Transmission and Communication Lines. Laguna Beach is served by Southern California Edison, San Diego Gas and Electric (in South Laguna), Dimension Cable and General Telephone. The construction, repair and maintenance of such power lines are the responsibility of each company. With the exception of occasional power outages and interruptions in telephone or cable television services, there are very few impacts or problems associated with transmission lines. The prime concerns with transmission lines are visual degradation when installed above ground and, in the case of electrical lines, the potential for accidental electrocution. Both of these problems are significantly lessened if the utility lines are placed underground.

The City's Land Use Element addresses visual resources and requires the undergrounding of on-site utilities in connection with new development or major redevelopments.

#### **Policies**

- 12A. Acquire public easements for drainage and other utility improvements, as necessary.**
- 12B. Ensure adequate water pressure from the existing domestic water supply system for fire flow purposes prior to the construction of subdivision structural improvements intended for occupancy.**
- 12C. Pursue funding to underground utilities along Laguna Canyon Road, Pacific Coast Highway and the Central**

**Business District.**

- 12D. Encourage property owners within neighborhood districts to form assessment districts for undergrounding of utilities.



### **SECTION 3. IMPLEMENTATION PROGRAM**



### SECTION 3: IMPLEMENTATION PROGRAM

While the policies of the general plan establish the actions and requirements necessary to direct circulation-related decisions in the City, they must be implemented by detailed measures which collectively form the implementation program. Without these specific implementation measures, the general plan cannot be effective as a commitment to future action. While it is intended that all of these steps will ultimately be accomplished, staffing and funding constraints will necessitate their being undertaken in a phased manner in an order of priority ranking. It should be noted that the following implementation measures are not listed in their order of priority ranking.

1. Pursue funding to develop accurate models of local streets to determine current traffic volumes and to establish level of traffic thresholds and appropriate mitigation measures for neighborhood streets.
2. Pursue funding to measure downtown traffic volumes and traffic patterns to create a traffic flow data base. From this study, prepare a traffic circulation action plan including such options as one-way street recommendations, additional signalization requirements, signage, signal synchronization requirements and other recommendations.
3. Continue to pursue improvements with the traffic signal synchronization program with Caltrans. In particular, investigate signalization at the following intersections: West St./PCH; Boat Canyon/ PCH; Brooks St./PCH; Club Drive/El Toro; Festival Grounds/Laguna Canyon Road; Beach St./Broadway; Crescent Bay Drive/PCH or McKnight Drive/PCH.
4. Investigate the feasibility of creating a pedestrian mall on Forest Avenue between Glenneyre Street and Pacific Coast Highway.
5. Investigate the establishment of additional turning lanes on PCH.
6. Construct, repair and provide sidewalks, as well as handicap access ramps, at the following locations:
  - a. Park Ave. between St. Ann's and Wendt Terrace.
  - b. Laguna Canyon Road, between the Sawdust festival and the intersection of Broadway and Forest Ave.
  - c. PCH, north and south of Boat Canyon.
  - d. Legion St. near Catalina St./across from Legion Hall.
  - e. PCH, from Nyes Place to Aliso Creek.
  - f. PCH, between Ruby's Autodiner and Nyes Place.
7. Investigate bike lanes and bike routes along major roads such as:
  - a. Laguna Canyon Road.
  - b. El Toro Road.
  - c. Old Laguna Canyon Road (I-133) to Irvine.



8. Develop peripheral parking areas where feasible.
9. Develop a marketing plan to promote the use of the local and regional mass transit system. The plan should include advertising in local newspapers and on cable T.V. Special attention should be given to major user groups such as the Senior Center, schools and the hospital.
10. Develop an incentive program with the Chamber of Commerce for employees who work in the CBD so they will use the municipal transit system.
11. Develop a parking lot location signage program.
12. Evaluate and recommend appropriate changes to the in-lieu parking certificate fee program.
13. Investigate the feasibility of a parking mitigation fee program as part of a comprehensive parking management plan to be imposed on businesses located in the CBD. Ensure that proceeds from the program are used to construct peripheral parking structures.
14. Map all roadways under private ownership.
15. Coordinate with the Orange County Transit Authority to promote a park and ride facility south of town and to establish express buses to, from and through the community.
16. Update the Scenic Highways Element and develop design guidelines for scenic highways throughout the City.

#### **GROWTH MANAGEMENT ELEMENT IMPLEMENTATION MEASURES**

17. Adopt a Development Traffic Mitigation Program before June 30, 1993 which ensures that all new development pays its share of the costs associated with that development. Participation shall be on a pro-rata basis and be required of all development projects except where an increased level of participation exceeding these requirements is established through negotiated legal mechanisms. The program shall be coordinated through inter-Jurisdictional Planning Forums in order to determine minimally acceptable impact fees.
18. Adopt a Phasing Program before June 30, 1993 which shall ensure that transportation improvements are added as development proceeds so that the provision of road improvements and public facilities is in balance with demand. The program shall provide reasonable lead time (three years from issuance of the first building permit or five years from issuance of the first grading permit) to design and construct specific transportation improvements.
19. Adopt a Performance Monitoring Program before June 30, 1993 to provide an annual evaluation of compliance with

the development phasing established herein. The program shall also ensure that road and other public facility improvements or funding are actually provided in order for development to continue. If the improvements and/or funding are not provided, development shall be deferred until compliance with the provisions of this program are achieved.

20. Explore and adopt other implementing measures to further the goals of this Element.
21. Develop, monitor and implement the Congestion Management Plan Seven-Year Capital Improvements Program.
22. Periodically review the Transportation Demand Management Ordinance to incorporate innovative transportation control measures which promote the reduction of vehicle trips and vehicle miles traveled and promotes the increase in average vehicle occupancy.
23. Participate in and provide staff support to Inter-Jurisdictional Planning Forums (IJPF) at the Growth Management Area level to cooperate in addressing cumulative traffic impacts and coordinating improvements in transportation and other facilities. Monitor neighboring development activities.





## FOOTNOTES

<sup>1</sup>Amory Lovins, "Least-Cost Transportation Planning," Auto-Free Press 3 (March/April, 1992):6. This article is an edited version of an address made by Mr. Lovins at the First International Conference for Auto Free Cities on May 3, 1991.

<sup>2</sup>Lovins, "Least-Cost Transportation," p.4. Also see "Traffic Impact Fees Come of Age," Zoning News (March, 1989):1-2.

<sup>3</sup>Cart, Traffic Calming (Brisbane, Australia:1989).

<sup>4</sup>Cart, Traffic Calming, p.10.

<sup>5</sup>Cart, "Eight Myths of Traditional Traffic Planning," Traffic Calming, pp 9 - 26. The preceding discussion of flawed assumptions is a summary of the ideas presented in this chapter from Traffic Calming.

<sup>6</sup>Cart, Traffic Calming. See also Richard Untermann, "taming the Automobile," Planning Commissioner's Journal (December, 1991):1 and 11-12, and Quality Streets, How Traditional Urban Centers Benefit from Traffic Calming, London, TEST:1988).



## **APPENDIX A**

### **GENERAL PLAN POLICIES THAT ADDRESS TRANSPORTATION, CIRCULATION AND GROWTH MANAGEMENT ISSUES**





## APPENDIX A

### GENERAL PLAN POLICIES THAT ADDRESS TRANSPORTATION AND CIRCULATION AND GROWTH MANAGEMENT ISSUES 1992

After a review of all 358 policies contained in the current elements of the Laguna Beach General Plan, the following 58 policies have been identified as being directly pertinent to a discussion of access issues. These policies are numbered sequentially and are followed, in parentheses, by a coded description that denotes the actual location of that policy in the General Plan. This facilitates convenient retrieval from the General Plan if the reviewer wishes to read the policy within the context of the General Plan element as adopted by the Laguna Beach City Council.

For example, policy L33-2A may be found in the Land Use element on page 33 where it is listed as item 2A. The alphabetical prefixes are:

L = Land Use Element  
O = Open Space & Conservation Element  
S = Seismic & Public Safety Element  
T = 1974 Traffic & Circulation Element

1. (L33-2A) Coordinate the planning and construction of capital improvements with planned land uses.
2. (L33-2B) Prior to constructing new community facilities, consider maintenance and operating costs and staffing requirements of those facilities.
3. (L33-2C) Avoid extending community facilities to sensitive lands when surplus capacities could encourage new development detrimental to those areas.
4. (L33-2D) Pursue funding for projects to correct existing deficiencies in community facility systems.
5. (L34-2E) Evaluate City-owned land to determine its ultimate disposition.
6. (L34-2F) Monitor inter- and intra-City public transportation to ensure continuing efficiency of service.
7. (L34-2R) New development shall provide adequate on-site parking for all demands created by the development.
8. (L34-2M) The City should continue to allocate funds for traffic and circulation improvements in connection with the annual Capital Improvement Program.
9. (L35-2N) The City shall increase its standards for parking in

new development to reflect the actual parking needs of the development and to assure that parking needs generated by the new development will not usurp on-street visitor parking.

10. (L35-20) Proposals for any major road improvements or alterations on major public works projects in Laguna Canyon must contain sufficient information on environmental impacts and on design and construction alternatives to enable the City to evaluate the proposal for conformance with all applicable LUP policies. Any such project shall be the least environmentally damaging alternative and shall be approved only if sized, sited, and designed in a manner that will not degrade affected environmentally sensitive areas, scenic resources, significant natural landforms parks or recreation areas.

11. (L36-3A) Ensure adequate consideration of environmental hazards in the development review process.

12. (L36-3D) Periodically review the emergency disaster plan to ensure it addresses current needs.

13. (L39-5F) Promote the design of roadways that minimize fuel consumption (while retaining aesthetic features and environmental amenities).

14. (L48-10C) Discourage the approval of subdivision requests that do not conform to design and zoning standards, especially with respect to the creation of flag lots.

15. (L50-11C) Encourage pedestrian access and orientation in the Central Business District.

16. (L50-11D) Inventory public signs within street rights-of-way to determine which are unnecessary or can be combined, redesigned or relocated, and pursue a funding program for implementation.

17. (L50-11E) Develop list of streets which should be included for special landscape treatment.

18. (L50-11F) Initiate a study to examine options for special improvements or treatment for the scenic corridors, including lighting, signing and landscaping programs.

19. (L50-11G) To the maximum extent feasible, require the preservation of existing trees in conjunction with development approvals.

20. (L52-11D) As part of the Design Review process, maximize the preservation of views of coastal and canyon areas from existing residences, and public view points while respecting rights of property owners proposing new construction.

21. (L57-14A) Monitor activities of adjacent jurisdiction regarding population growth and identify their impacts on City



services and environmental quality.

22. (L57-14C) Discourage intensive residential and commercial development within the Laguna Greenbelt segment of the City's total planning area.

23. (L59-15A) Reevaluate sphere of influence boundaries to determine ultimate physical boundaries and service area of city and pursue amending the city sphere to include these areas.

24. (033-6G) Discourage the abandonment of dedicated but unimproved street rights-of-ways, public easements, or other reservations secured by the City, unless such action is in the public interest. The City shall not abandon a street, right-of-way, easement, or other reservation if it adversely impacts public access to beaches and trails.

25. (035-7D) Promote development of scenic vista points (such as view platforms and view turnouts) in conjunction with approval of new subdivisions.

26. (035-7E) As funding permits, analyze the visual quality of major streets.

27. (043-8A) Preserve the canyon wilderness throughout the city for its multiple benefits to the community, protecting critical areas adjacent to canyon wilderness, particularly stream beds whose loss would destroy valuable resources.

28. (043-8B) Prohibit vehicular use in open space areas, unless it is required for public health and safety, and monitor these areas to ensure enforcement of this policy.

29. (043-8C) Identify and maintain wildlife habitat areas in their natural state as necessary for the preservation of species.

30. (043-8D) Protect rangeland for deer population in the City; pursue such protection in areas adjacent to, but outside the City.

31. (055-10A) Require that plan review procedures recognize and avoid geologically unstable areas, flood-prone lands, and slopes subject to erosion and slippage .

32. (057-11B) Participate in planning of land use and transportation developments in adjacent areas to ensure adequate consideration of air quality.

33. (058-11F) Widening of Pacific Coast Highway by construction of additional lanes or removal of parking on the highway shall not be permitted. Minor improvements which result in minor alignment modifications of loss of on-street parking may be allowed, provided that when such parking is removed, it shall be replaced on a one for one basis within the Central Business District (which is the area covered by

the Laguna Beach Downtown Specific Plan) or Commercial/Tourist Corridor as demarcated on the Land Use Plan Map.

34. (066-14A) Require hillside development be concentrated on slopes of 30% or less.

35. (066-14B) Prohibit hillside development on slopes of 45% or greater.

36. (066-14C) Prohibit new building sites that would require construction of a street of 15% or more in grade.

37. (066-14D) Encourage driveway access to new building sites to be 10% or less in grade.

38. (066-14I) Discourage new roads or extensions of existing roads into currently inaccessible areas.

39. (S83-C13) The city should evaluate the current weed abatement program as it relates to identified hazard areas. Street ends and other unused public rights-of-way should be included in the program where necessary.

40. (S84-C16) To facilitate adequate fire fighting capabilities, emergency response and other services, all roads serving development must be at least 20 feet in width and remain unobstructed by parked vehicles to the maximum extent feasible. Parking should not be allowed where it would encroach into the 20 foot roadway. The city should reevaluate the current policy of allowing development on 16 foot wide streets. (Rev 7/91)

41. (S84-C17) New developments should be carefully monitored to insure that hillside projects do not hamper fire fighting capabilities in the canyon areas below or otherwise render an existing fuel break or fuel modification zone ineffective.

42. (S84-C18) Future development within the city should not be permitted if it includes small setbacks, narrow roads, long cul-de-sacs or circuitous patterns that may reduce fire department effectiveness in fire fighting.

43. (S84-C23) Residential developments that are served by private streets, streets that exceed maximum street grades, or excessive deadend length, served by an inadequate water system, or are identified by Figure 12 as having impaired access shall require the installation of an automatic fire extinguishing system designed in accordance with N.F.P.A. #13D.

44. (S88-B1) Any street which serves as access to residential development should have a minimum of two 10 foot wide paved travel lanes that should remain unobstructed at all times. All street turnaround areas should remain unobstructed at all times. No Parking/Tow Away Zones should be established, and strictly enforced in all critical areas. (Rev 7/91)



45. (S89-B3) Each area should have emergency access capability, designed in accordance with engineering and geologic recommendations. Emergency access should consist of an all weather vehicular right-of-way or, where infeasible, pedestrian access ways.

46. (S89-B4) Emergency vehicular access should consist of sufficient dimension to bring people and equipment to the hazard area and still allow for evacuation if needed.

47. (S89-B5) The width of any right-of-way and the actual travel way width shall be of sufficient dimension to allow for evacuation of traffic, deployment of emergency equipment, and the operation of emergency equipment within the travel way. Where roadways exist with less than 20 feet of paving, no parking/tow away zones should be established and enforced. (Rev 7/91)

48. (S89-B6) Developments proposing streets with roadway improvements of insufficient dimension for the accommodation of evacuation traffic, deployment and operation of emergency equipment shall be denied.

49. (S89-B7) If a single means for ingress and egress to a residential development is proposed, a limitation on the number of dwelling units served by such access shall be imposed based upon the street configurations, grade, travel way width, and number of vehicle trips expected during an evacuation. Two means of ingress/egress should be required where emergency equipment deployment and evacuation traffic are in excess of the design capacity of a single ingress/egress route.

50. (S89-B8) The length of cul-de-sacs should not exceed 750 feet without providing a loop circulation or emergency ingress-egress point. Private driveways should not exceed 150 feet in length without providing a turnaround and loop circulation or emergency access similar to cul-de-sacs.

51. (T2-211b) The number of existing travel lanes should be maintained throughout the city. Improvements to existing lanes should take place where necessary. Pedestrian walkways, bicycle trails and parking lanes should be provided whenever possible. The atmosphere of some areas of town would be impaired if the policy of requiring full improvements - concrete curb, gutter and sidewalk - with the widening of streets continues to be universally applied. These areas should be identified and the requirements adjusted accordingly. The precise plan of streets should be adjusted to reflect the above.

52. (T2-212) Development of areas which if developed could cause substantial overburdening of existing circulation facilities should be analyzed carefully with regards to roads and transportation facilities to



ascertain the degree to which the city can accommodate the needs that might be required.

53. (T2-214) Automobile access to some areas within the city should be restricted or reduced. Major arterials providing access to Laguna Beach should not be altered to increase their capacity.

54. (T3-241a) Engineering works and changes in traffic flow should be directed toward improving the safe and orderly movement of traffic.

55. (T4-241b) Private entrances and exits onto Pacific Coast Highway and Glenneyre Street should be minimized to enhance vehicular and pedestrian safety.

56. (T4-241c) Parking should be reduced or eliminated on narrow and inadequate roads serving congested or difficult areas, in order to facilitate emergency vehicle access.

57. (T4-251) A program should be developed which would provide appropriate and sufficient parking to eliminate overcrowding and traffic congestion and to maintain and improve the business vitality of Laguna Beach.

58. (T5-271a) Relate transportation in Laguna Beach to open space areas such as greenbelts and trails which might be provided as linkage to neighborhoods and shopping areas.

59. (L-342k) New Development shall provide adequate on-site parking for all demands created by the development. In areas designated as CBD in the Land Use Plan (LUP), parking requirements may be met (1) off-site if located within walking distance, and if parking is subject to provisions such as covenants running with the land, to permanently maintain such parking for the full life of the use served; (2) through joint use, if located within walking distance, if there is no conflict in the hours of use (e.g., nighttime, daytime, weekends, weekdays) and such joint use is assured for the life of the uses served; or (3) through contributions to an established fee program, provided funds go to an account specifically earmarked for providing additional parking in the CBD and Tourist Commercial Corridor, as well as in peripheral areas and for necessary improvements in the existing transit system to serve peripheral parking areas.

NEW 7/91 Chapter 4, Section 4, Subsection B, Seismic/Safety Element policy number 9: In addition to providing the minimum travel lane dimensions on the project side of any street centerline, any new development, redevelopment or substantial alterations to existing development should provide a minimum of one parallel public parking space per residential building site 50 feet or greater in width. This minimum may be increased or decreased as warranted by terrain conditions.

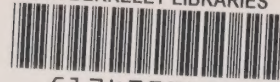
NEW 7/91 Policy 14-K, Open Space/Conservation Element: The conversion of hillside land into various types of urban development creates inescapable side effects that can potentially damage the natural environment. Loss of valuable habitat, increased runoff and erosion, intrusion into the public viewshed, and the introduction of man-made chemical compounds are often the undesirable by-products of new development. In order to minimize such effects, new development should not create undesirable encroachments into undeveloped hillside areas.

NEW 7/91 Policy 14-L, Open Space/Conservation Element: Unless overriding environmental, public viewshed, or safety concerns suggest otherwise, new development should be located in close proximity to pre-existing development in order to minimize impact and growth inducing potential. Street and driveway length and width should be evaluated for potential creation of new building sites.





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